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ABSTRACT

Drawing on an applied research study encompassing an extensive literature review, telephone interviews with 50 key program administrators, and site visits at 9 community colleges, this handbook describes proven, effective techniques for providing vocational education to limited English proficient (LEP) adults in a community college setting. An introductory chapter focuses on basic issues and concerns, such as understanding the diverse demographics of LEP students, welcoming them to the campus, and balancing institutional mission, resources, and capabilities. Chapter 2 looks at ways to foster a multicultural environment that serves not only LEP students, but the campus community as a whole. While chapter 3 investigates the challenges associated with planning and implementing programs and services for LEP students, chapter 4 provides a detailed discussion of instructional options, components, and strategies. Chapters 5 and 6 examine instructional support and support services, respectively, focusing on the design and adaptation of services that meet LEP students' unique needs, the development of related institutional policies, and the provision of specialized training for faculty and staff. Assessment and evaluation is the topic of chapter 7, which addresses the challenges involved with conducting useful program evaluations, selecting standardized tests for LEP students, and ensuring that ability-to-benefit tests do not unfairly exclude them from financial aid opportunities. Following an examination of collaboration within the college and with external agencies in chapter 8, chapter 9 considers funding policy issues. Each chapter includes references. (MPH)

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SERVING VOCATIONAL ESL STUDENTS

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The applied research study began with a review of the literature relating to programs and services for LEP adults in community college vocational education. The research team contacted over 100 community colleges within the states targeted in the contract to determine the existence and extent of program models and components, such as bilingual vocational training (BVT) and vocational English as a Second Language (VESL); support programs, such as pre-vocational ESL and basic ESL; and services, such as outreach, counseling, bilingual support, and job placement. Results of telephone interviews with key program administrators at 50 colleges were placed in an annotated list of selected community colleges with effective programs and services. The following nine community colleges were selected from the annotated list and visited for two to three days by a team of researchers. A key contact at each site hosted the team and made possible these visits, which provided us with a wealth of ideas and examples for the handbook. We owe our greatest thanks to these contacts and to the community college administrators, instructors, staff, and students for sharing their time and experiences with us.

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After the site visits, the project staff analyzed the data, and wrote case portrayals and a report of the on-site reviews. These documents along with the literature review and site data provided the foundation and content for this handbook. Each site contact also reviewed the case portrayal

of her/his college and all contacts reviewed the draft handbook.

Another group of professionals who were instrumental to the successful completion of the handbook was the working group. This group guided the project, and its members reviewed the draft of the handbook in depth. Their recommendations, along with those of the site contacts, were essential for an appropriate and relevant revision of the handbook. The members of the working group were: Conrad Dejardin, Dan Estrada, Victoria Garcia, Nick Kremer, Wayne McGrath, Frank Mensel, Bob Visdos, William Warren, and Norma Zarlow.

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Preface

The following handbook is intended for community colleges working with limited English proficient (LEP) students in vocational education. It is written for community college administrators and faculty who are directly involved with instructional programs for LEP students enrolled in vocational and pre-vocational college programs, and program administrators for English as a Second Language (ESL), ABE/GED, literacy, remedial education, learning laboratories, etc. The handbook also addresses the concerns of administrators who are directly involved with support services and related functions for LEP vocational students, such as admissions officers, academic testers/assessors, career counselors, academic advisors, financial aid personnel, and job placement staff. Senior level community college administrators, state educational policy makers, college trustees, and other community and government leaders concerned with enabling LEP persons to attain work-related language and technical skills through the community college system will find important considerations for decision making in this handbook.

This handbook describes proven, effective techniques for providing vocational education to limited English proficient (LEP) adults in a community college setting. The scope of program efforts addressed includes a sequence of English language, applied academic, and vocational instruction combined with support services that provide LEP students with the competence to enter and progress in a selected career field. Recent research and demonstration grants have identified successful models and strategies that are emerging in many educational settings, especially the community college. This handbook documents and analyzes these success stories.

The authors of the handbook are Robert J. Thomas and Lelija A. Bird of Capital Consulting Corporation, an educational and social research and management consulting firm with headquarters in Fairfax, Virginia; and Jane Grover of RMC Research Corporation, a research, evaluation, and technical assistance firm in Portsmouth, New Hampshire.

Robert Thomas has extensive experience in ESL, administration, evaluation, and research in school, college, and workplace settings. He has an Ed.D. in Adminsitration Planning and Social Policy from Harvard University. Thomas is the author of Chapter 4: Instructional Options, Components, and Strategies; Chapter 5: Instructional Support; and Chapter 8: Collaboration Within the College and with External Agencies. Lelija Bird has experience in organizational consulting, higher education, individualized learning, and workplace education. She holds an Ed.D. in Education Leadership from Vanderbilt University and is the author of Chapter 1: Introduction to the Issues; Chapter 6: Support Services; and Chapter 9: Funding Policy Considerations. Jane Grover has experience in cross-cultural training and prejudice reduction; adult education; vocational ESL; and testing, assessment, and evaluation. She received her M.S. in Adult Education from the University of Southern Maine. Grover is the author of Chapter 2: Multicultural Considerations; Chapter 3: Planning and Implementing Programs and Services; and Chapter 7: Assessment and Evaluation.

Each chapter in this handbook addresses a number of challenges. By designing institutional solutions to each of these challenges, the community college can be assured of considering the key issues facing vocational students who speak English as a second language.

Chapter 1: Introduction to the Issues focuses on basic concerns that include the following challenges:

- ☐ Understanding the diverse demographics of the LEP students on your campus
- ☐ Appreciating and welcoming culturally and linguistically diverse students to the college community
- ☐ Exploring, evaluating, and adapting the most appropriate programs and approaches for the LEP students at your institution
- ☐ Structuring instructional programs and support services to meet the needs of LEP students
- ☐ Balancing institutional mission, resources, and capabilities

Chapter 2: Multicultural Considerations encompasses the diversity issues of not only serving LEP students but embracing the bigger question of how to move the entire campus towards a multicultural community. The challenges addressed in this chapter include:

- ☐ Re-examining long-held assumptions about teaching and learning
- ☐ Responding positively to diversity and learning to value differences
- ☐ Providing students, faculty, and staff with vital cross-cultural communication skills and prejudice-reduction strategies
- ☐ Addressing the needs of both native-born minority groups and newcomers

Chapter 3: Planning and Implementing Programs and Services discusses the considerations for planning and establishing programs and services for vocational students who speak English as a second language, including the challenges of:

- ☐ Determining the English language training needs of LEP students and providing appropriate instruction before and during vocational instruction
- ☐ Identifying special academic support and appropriate student services
- ☐ Finding and/or training faculty and staff to effectively serve LEP vocational students

Chapter 4: Instructional Options, Components, and Strategies provides detailed discussions of possible responses to the challenges the college faces while:

- ☐ Increasing LEP students' competencies in language and basic skills so that they can gain access to quality vocational training as quickly as possible
- ☐ Selecting and adapting program options, components, and strategies to meet the needs and goals of particular LEP students
- ☐ Coordinating language and vocational instruction
- ☐ Providing LEP students with appropriate and sensitive academic and support services that are compatible with students' needs and integrated with program strategies

Chapter 5: Instructional Support discusses the challenges related to:

- ☐ Designing and adapting academic support needs specifically for LEP students and for vocational students
- ☐ Making instructional assumptions and developing institutional policies that are effective for LEP vocational students
- ☐ Providing appropriate training for tutors and instructional staff to sensitize them to the needs of LEP vocational students and to develop effective strategies for working with them

Chapter 6: Support Services completes the picture with institutional responses needed to supplement instructional efforts. These challenges include:

- ☐ Understanding the needs of LEP students on your campus and in your community
- ☐ Providing effectively coordinated networks of services for LEP students

- ☐ Integrating special services needed by LEP students with the total institution
- ☐ Creating a continuum of support services that enables LEP students to enroll, matriculate, and graduate from vocational programs and begin successful careers
- ☐ Building the capacity and expertise to meet the future needs of this growing population of students

Chapter 7: Assessment and Evaluation discusses program quality and the challenges involved with:

- ☐ Selecting appropriate standardized tests for LEP students, as tests may be designed for a different population, not match the curriculum, or be culturally biased
- ☐ Ensuring that ability-to-benefit tests do not unfairly exclude LEP students from participation in community college programs by excluding them from financial aid
- ☐ Paying special attention to the reading level, language, and cultural content of any vocational assessment instruments used with LEP students
- ☐ Assuring that program evaluation provides useful information that addresses the concerns of program staff and documents program strengths as well as weaknesses

Chapter 8: Collaboration Within the College and with External Agencies extends the network of resources for programs and services for LEP vocational students and examines the following challenges:

- ☐ Having time and motivation for planning, implementing, and evaluating joint activities
- ☐ Understanding the roles and perspectives of those involved and how the different positions can work together to be effective
- ☐ Establishing and committing to common goals for a collaboration effort

Chapter 9: Funding Policy Considerations balances the institutional resources with the financial aid available to LEP vocational students. This final list of challenges includes:

- ☐ Enabling LEP student access to financial aid programs and establishing the special financial aid and other support systems
- ☐ Devising inventive funding and support solutions to meet unique LEP student needs
- ☐ Leveraging specialized instruction and support services for LEP students within the general institutional budget
- ☐ Writing successful grant proposals
- ☐ Developing the capacity to extend LEP training initiatives to include contract training and workplace programs
- ☐ Establishing significant Collaboration with local business, industry, labor, government agencies, and community-based organizations

Chapter 1

Introduction to the Issues

Community colleges face the challenge of serving an increasingly culturally diverse student body. This challenge is magnified by the skill and educational requirements of a competitive global economy. Effective programs and support services for limited English proficient (LEP) students are critical to meeting the challenge. The LEP student population encompasses racial as well as ethnic diversity among groups of students that include immigrants, refugees, migrant laborers, dislocated workers, displaced homemakers, Native Americans, and American-born non-English speakers.

- The Census Bureau estimates that the LEP population in the United States is presently between 3.5 and 6.5 million individuals. By the turn of the century, these demographers estimate that more than 40 million Americans will be non-native speakers of English.

- The Department of Labor (DOL) projects that almost one-quarter of the new workers in the U.S. labor force will be immigrants by 2000.

The second part of the challenge is educating LEP students for the changing scope of skills required for success in the workplace.

- Recently published reports on the New American Economy stress the competitive technical skill requirements for the work force of the new global economy.

- The DOL Secretary's Commission on Achieving Necessary Skills (SCANS) outlines a three-part foundation that encompasses basic skills, thinking skills, and personal qualities, plus five competencies that include the ability to productively use resources, interpersonal skills, information, technology, and organizational systems.

This handbook looks at how community colleges are successfully meeting these challenges by providing LEP students with programs that combine English language, applied academic, and vocational instruction with a variety of support services. As a result, LEP students in these programs are able to gain the necessary competence to enter and succeed in the American workplace.

Recent field research and educational grant projects identify and demonstrate effective practices for serving LEP students. Success stories are emerging from a variety of community and institutional settings, especially community colleges. However, there are a number of significant issues and challenges that need to be addressed by community colleges serving LEP students in vocational, occupational, and career programs.

Challenges

- ☐ Understanding the diverse demographics of the LEP students on your campus
- ☐ Appreciating and welcoming culturally and linguistically diverse students to the college community
- ☐ Exploring, evaluating, and adapting the most appropriate programs and approaches for the LEP students at your institution
- ☐ Structuring instructional programs and support services to meet the needs of LEP students
- ☐ Balancing institutional mission, resources, and capabilities

Demographic Diversity

Naturally, the characteristics of your institution's LEP student population will influence the selection and scope of program offerings and required support services. It is important to note, however, that the history of LEP student characteristics at your institution does not necessarily define the future trends of LEP students at the college. External influences onLEP student demographic patterns may include:

- New refugee groups prompted by international politics or changing domestic policy and legislation
- Dislocated workers from a local industry shut down
- Changing workplace requirements forcing already employed LEP workers to improve language and literacy skills or acquire advanced technical skills
- Seasonal trends for migrant agricultural workers and their families
- Women hoping to enter the work force and improve economic conditions for their families

Institutional statistics provide ample evidence that the diversity of national origin is increasing dramatically. Age, gender, educational preparedness, emotional maturity, and other factors also contribute to the complexity of the LEP student population's diversity.

Knowledge of demographic trends, as well as early indicators of trend shifts, are essential to planning a community college's approaches and programs for LEP students. The LEP student profiles that appear in Figure 1.1 illustrate the diversity of this population. The characteristics of the LEP students within a single English as a Second Language (ESL) class are often as varied as the profiles in this illustration. It is not unusual that the only common characteristic among a class group of LEP students is their placement test scores. In these cases, success is dependent on an individualized response for each student.

Figure 1.1 Profiles of LEP Students at Community Colleges

- A woman in her early fifties and her family immigrated to the U.S. less than a year ago. This extended family of 14 includes four generations. They fled to Moscow from their home in Azerbaijan during a period of extreme military and political unrest. This former engineering project manager will pursue a CAD/CAM certificate after she completes an intensive, technically oriented ESL program.
- A single man in his late twenties left his family in El Salvador rather than choose between two brothers' sides of that country's civil war. He will start a job next week now that he has completed the bilingual vocational training (BVT) air conditioning and refrigeration technician certificate program and received his license.
- A divorced, single parent in her late twenties with two pre-school age children recently completed her GED. She is enrolled in the early childhood certificate program and plans to become a Head Start teacher. She has lived in the U.S. since she was a young teenager and her verbal English skills are excellent. As a daughter of Mexican migrant farm workers, however, she attended school irregularly and needed to develop her reading and writing skills in the learning lab before entering the college program.
- When the mining operations shut down in a rural mountainous region of New Mexico, this father at midcareer became a dislocated worker. His new career, barbering, matches the economic development of the regions' ski and tourism industry but requires this bilingual U. S. native to increase his English literacy skills while learning a new trade in order to pass the licensing exam and successfully establish his own business.
- The war interrupted high school for this Vietnamese man in his early twenties. He is working towards his GED while completing the first level of a mechanic's certificate. His future plans combine work as a mechanic with enrolling in an engineering degree program.

National Post-Secondary Demographic Statistics

In their survey of post-secondary student statistics, the National Center for Education Statistics (NCES) reports that "in 1988, two-year institutions accounted for 37 percent of total enrollment but 46 percent of total minority enrollment" (NCES, 1990, p. v). The community college is the college of diversity, and naturally, this diversity encompasses LEP students. National trends for racial and ethnic enrollment are available from two NCES sources:

- *Higher Education General Information System* (HEGIS) for data prior to 1986
- *Integrated Postsecondary Education Data System* (IPEDS) for data since 1986

Unfortunately the definitions currently in use do not include LEP as a separate enrollment classification. Federal and most state funded programs, however, do acknowledge the following definition for LEP students:

> *students whose lack of skills in speaking, reading, writing, or understanding English limits their ability to participate fully in the English-speaking culture and to access vocational or academic study*

However, not all organizations or institutions follow the same guidelines. Further complicating the issue is the lack of consistent assessment instruments to determine to what extent a student is limited.

Until national statistics for LEP students exist, community college administrators will need to extrapolate from existing sources and augment their interpretations with institutional and local demographic surveys. For example, data published by IPEDS indicates that two ethnic populations, Asian or Pacific Islander and Hispanic, have almost doubled their enrollment at community colleges during the past decade. For purposes of discussion, we will designate the term "potential LEP population" to these two IPEDS student population categories. Given this special definition, two trends are evident for reported educational statistics during the past decade:

- Enrollment of these two "potential LEP population" student groups at two-year colleges is increasing.
- The percent of total enrollment of "potential LEP population" student groups at two-year colleges is also increasing.

In order to use national and regional demographics, colleges first need to establish the relative proportions of LEP students in specific ethnic groups at their own institutions.

Meeting the Challenge

LEP students face a variety of challenges and barriers to entering and successfully completing vocational programs at community colleges. Some of these obstacles mirror those faced by other adults and economically disadvantaged students. Barriers unique to LEP students stem from their struggle to adjust to a new culture and acquire a new language. Even the concept of "community college" might be totally unknown to many recently arrived new Americans.

In order to achieve successful program initiatives, colleges need to deliberately eliminate and circumvent barriers to entry for LEP students. Potential barriers need to be anticipated at each stage of the student's progress in the college process: entering college, attaining the necessary prerequisites, participating in the program, completing the program, and finding meaningful employment. Comprehensive planning requires systematic verification of a student's standing and level of progress at each step in order to ensure appropriate referrals to academic as well as support service departments serving the LEP students. Assessment considerations need to include aiding

adult students with family issues, providing individualized support services for students who are mentally or physically challenged, and helping overcome societal and/or institutional discrimination based on gender, age, or ethnicity (see Figure 1.2).

Understanding and serving this population requires careful assessment of a variety of factors, followed by careful integration with the college's programs and support services. Assessment factors generally encompass ethnicity, placement criteria, educational background, and support service needs.

Figure 1.2 Factors for Assessing LEP Student Characteristics

Ethnicity Factors

- National origin
- Length of time in the United States

Program Placement Criteria

- Native language literacy
- Level of English language proficiency in
  - -speaking/listening
  - -writing
  - -reading
- Basic skills
- Vocational interest/skills

Education and Experience

- Formal educational background
- College readiness
- Attitudes towards learning
- Other training and work experiences

Support Services Impacts

- Economic status
- Citizenship and state residency status
- Family responsibilities and support
- Physical and mental health
- Access to transportation

Addressing this multidimensional array of factors for each LEP student will drive the decisions on instructional strategies and for integrating institutional and community resources to form a student support services network.

Tracking recruitment and admissions as well as program progress and participation of LEP students in vocational programs provides essential planning information. This data also documents the college's effectiveness in serving LEP students. Documentation of student progress and outcomes, combined with community-based needs assessments, significantly affects government funding patterns (federal, state, and local).

Adopting Instructional Strategies

Meeting the educational needs of this diverse student population often requires multiple instructional program structures and institutional flexibility. For example, it is not unusual for a community college to offer non-credit ESL, credit ESL for academic transfer, and vocational ESL (VESL) designed to parallel a department certificate program. As such, these individual programs may report to the deans of continuing education or student services, or the chairs of English or vocational departments. Multiple roles for staff are also common. Working with an LEP program often means becoming part faculty, part case manager, part administrator, and part faculty in an unrelated program (and very likely means being cast in a different mix of roles next year or semester).

The vitality and effectiveness of LEP programs appear to be more dependent on the director's or other involved individual's visibility than on where the administrative structure lists the program. The success of virtually all program initiatives and innovations can be attributed to a small committed group. This is not meant to discount institutional support and top-level commitment for LEP students; however, structure takes a back seat to faculty and staff beliefs in the potential for success of LEP students at their institutions.

Benefits

Documenting the positive impacts of LEP vocational education programs on local and/or state economies is essential to gaining future support for the programs. Making the community aware of the benefits from such programs enables the college to be perceived as an active partner in the local or regional economic development process.

Programs and activities for LEP students also contribute to the cultural diversity of the college, enriching faculty, staff, and students. In order to reap these benefits, the college must scrutinize its institutional perspectives and develop systematic plans to promote multicultural awareness both among faculty, staff, and students and in the wider community. For example, community colleges often find that the benefits of programs and courses for LEP vocational students go far beyond the initial goals of the program. Expected benefits might include:

- Improved English proficiency test scores
- Increased refugee/immigrant enrollments in college certificate and degree programs
- Improved retention and program completion rates
- Added funding and average daily attendance for the college
- Higher employment rates and better jobs for graduates

Additional benefits community colleges have received through serving LEP vocational students include:

- Increased capacity to do international training
- Lowered community welfare rates
- More small businesses in the community operated by former students of the programs
- Increased prestige for the community college due to participation in federal or state programs for LEP students
- Added cultural diversity, which enhances the educational experiences of all students
- More interaction with and contribution to the wider college community

The history of the community college is the success story of millions of students. Community colleges have met many challenges while enabling their students to gain the necessary skills and self-assurance to build successful careers. Extending the community college opportunity to LEP students means meeting new challenges. Welcoming a culturally and linguistically diverse population of students mandates building a multicultural campus. Programs and services require careful evaluation and redesign for LEP students. And finally, the institution needs to find a new balance among resources, mission, and capabilities.

This handbook is designed around exploring proven strategies for meeting the challenges of serving LEP students in vocational, occupational, and career programs. Various models and approaches are discussed and compared for instructional as well as student support components. Case examples throughout the text offer specific responses from community colleges who are successfully meeting the challenges.

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Chapter 2

Multicultural Considerations

A community college is a microcosm of the community it serves. More than ever, communities in the United States are multicultural. Valuing diversity and fostering true respect and understanding between various ethnic and racial groups is vital to the college's ability to meet its mission. One of America's greatest challenges is that of overcoming the barriers built up through years of misunderstanding and prejudice. The information in this chapter is fundamental to the success of any college's services to students who speak English as a second language, and indeed to all students.

Challenges

- ☐ Re-examining long held assumptions about teaching and learning
- ☐ Responding positively to diversity and learning to value differences
- ☐ Providing students, faculty, and staff with vital cross-cultural communication skills and prejudice-reduction strategies
- ☐ Addressing the needs of both native minority groups and newcomers

Community colleges find that increased diversity in their student bodies is one of the benefits of serving limited English proficient (LEP) vocational students. This diversity creates a need to examine approaches to instruction and student services, which has stimulated faculty and staff involvement in program and curriculum development. Where programs supporting LEP student participation in vocational programs are less successful, institutions often assume that the problems are a result of deficiencies on the part of those having difficulty. Whether the college addresses cross-cultural issues only with those involved with LEP students, or whether it sees a need for total institutional involvement, depends on the college's goals and objectives for serving this population and on how it sees multiculturalism in relation to its wider mission.

Assumptions of the Dominant Culture

The dominant culture in the United States holds certain assumptions about how differences between individuals should be handled in our institutions. These include:

- All people best learn new knowledge and skills in the same ways
- Current approaches to education and learning are equally effective for all people
- When individuals have difficulty in learning or doing anything, they need special help because they are deficient in some way
- Every person's standing in a school class, job category, organizational hierarchy and pay system is the result of that person's basic intelligence, inherent capabilities, and willingness to work
- Whenever members of a particular ethnic, gender, or socioeconomic group are clustered in a job category, living area, or deviant category, the dominant reasons for that clustering are attributable to the characteristics of gender, race, or culture

(Hinckley, 1979 , p. 1).

These assumptions are reflected in educational policy on all levels in this country. Recently some national policymakers have begun discussing a need to move away from the "deficit model" in compensatory education programs. Terminology such as limited English proficient (LEP) students and non-English language background students also reflect the assumptions mentioned earlier. Speaking a language other than English is in no way a deficiency, nor is being bilingual. In fact, most of the people of the world speak several languages and have a first language other than English. This fact does not adversely affect their basic intelligence, inherent capabilities, or success at work. As our world becomes more and more globally interdependent, these capacities will be shown to be advantageous.

Changing Cultural Awareness

The assumptions outlined earlier do work against the success of individuals who differ from the dominant culture in this country. Many community colleges are challenging these assumptions as they work to fulfill their missions in meeting the needs of the diverse communities they serve. Their effectiveness in doing so is enhanced by their ability to attract a diverse faculty and staff and by their awareness of cross-cultural issues. Until recently, the dominant culture saw itself as being neutral; now some people are becoming aware that the system always expresses implicit values about race, sex, and ethnicity.

Understanding Culture

In this section we will look at how culture determines values, discuss and describe appropriate training to promote a climate of valuing diversity, and show how an ongoing commitment to multicultural issues can benefit the college.

In recent years, work in the field of intercultural relations has contributed to a growing body of knowledge about the influence of culture on perceptions, values, and styles of interacting and learning. Cultural differences are learned unconsciously from infancy through modeling and socialization within family and cultural systems. Figure 2.1 portrays some generalizations about the dominant American cultural system and a contrast culture that portrays the values of many African, Asian, and Native American cultures. It serves to illustrate that there is more than one valid way of thinking and being in the world.

Essential Training for Valuing Diversity

Training in cross-cultural communication and ongoing experiences with cultures different from one's own are vital for community college administrators, faculty, staff, and students. An ongoing commitment to multiculturalism will enable the college to identify ways to:

- Modify current approaches to education to meet the diverse needs of students
- Develop the capacity to identify culturally or linguistically based problems in the curriculum or student services that create difficulty for individual students
- Change the climate and policies of the college to reflect contributions and interests of diverse cultural groups in its mission, operations, and service delivery

Figure 2.2 summarizes the way that Hostos Community College in the Bronx addresses the needs of its culturally diverse student body.

Many community colleges are appointing diversity task forces made up of students and faculty to identify and address cross-cultural issues. Some believe that the issues of disenfranchised minorities and new Americans are different and need to be addressed differently. Certainly there is a tension between these groups that will need to be addressed if our country is to meet the challenges facing it as an increasingly multicultural society.

Figure 2.1 Contrasting Cultural Patterns

Dominant Culture of U.S.	Contrast Culture
Individuality An individual unit whose behavior is aimed at individual goals	*Family-related* A member of a group whose behavior is aimed at smooth interpersonal relationships
Self-Reliance Solve own problems, develop own opinion	*Interdependence* Dependence on others encouraged to strengthen relationships among people
Directness and Openness Face to face confrontation	*Indirectness* Confrontation through an intermediary to avoid losing face
Achievement Fulfillment in personal achievement, which is largely a matter of individual determination	*Smooth interpersonal relationships* Fulfillment in smooth interpersonal relationships, with one's place in society largely a matter of fate
Importance of Doing Doing and being active are highly valued; what a person does is important	*Importance of Being* Doing not emphasized as much; what a person *is*, is important
Materialism Humanity is separate from nature and must change and master the environment to suit its needs	*Non-materialism* Humanity is part of nature and must integrate with, adapt to environment
Competitiveness As mode of interaction with others	*Cooperation* As mode of interaction with others
Thinking Cause and effect pattern	*Thinking* Relationship pattern
Time Stress on future and past	*Time* Stress on present
Change Inevitable	*Change* Upsetting

Figure 2.2 Meeting the Challenges of Diversity

Hostos Community College in the South Bronx, New York City, serves a student body consisting of mainly Spanish-speaking students from the Dominican Republic and Puerto Rico, along with a smaller number of African-American and Euro-American students. Faculty and student services staff are constantly engaged in devising culturally appropriate programs to develop students' academic and English language skills, as many of them are the first in their families to go to college. All programs and courses take into account students' need for use of their native language and ESL and the importance of discussing content areas from different cultural perspectives.

Special programs provide a cluster of services and special courses to meet the needs of special populations: a support program for single parents on public assistance, a women's support center (to address women's issues including cultural expectations that mitigate against women gaining an education), a program for first-time college students, an intensive ESL program, and bilingual programs.

The college faculty and staff have developed an understanding of the cultural and linguistic differences among the countries of origin of its Spanish-speaking students and take these into account in delivering instruction, mediating student disputes, and providing academic and other student support. Both the Student Council and the Women's and Immigrants Center hold seminars on cultural diversity, particularly within the Hispanic community, such as cultural differences between Puerto Ricans and Dominicans.

In the sections that follow, we will:

- Provide background information about cross-cultural communication
- Discuss the cross-cultural communication skills that are needed by all community college constituencies: students, faculty, and student services staff
- Describe the features of effective training to develop these skills

A commitment from the administration, faculty, and staff to foster an environment in which all can maximize their potential is the key to creating a truly multicultural institution.

Culture and Values

Much of culture is unconscious. We do not normally think about it until we bump up against cultural differences. Then we begin to be aware of cultural and language differences and how they affect the way we interpret our experiences and interact with others. Culture has been likened to an iceberg, since much of it lies hidden beneath the surface of our consciousness. The hidden dimensions of culture underlie our values and influence our behavior and the way we see the world. Figure 2.3 summarizes the characteristics of the three levels of culture identified by anthropologists.

Figure 2.3 The Three Levels of Culture--The Iceberg

LEVEL 1: Surface of culture--above sea level

- Architecture, food, language, music--learned cognitively
- Emotional load: relatively low--produces few misunderstandings

LEVEL 2: Unspoken rules--partially below sea level

- Courtesy, use of time and punctuality, rules of conduct for restaurants, social occasions, shopping--learned by trial and error
- Emotional load: very high--violations result in negative feelings about the violator

LEVEL 3: Unconscious rules--completely below sea level

- Nonverbal communication, touching, space, eye contact, body language, tone of voice--learned through modeling, usually in early childhood
- Emotional load: intense--when rules are broken, relationship between persons is affected; violations taken personally

Individuals vary in their preferences and expectations concerning each of the three levels of culture; some people are more tolerant of differences than others. Habits and surroundings influence preferences and values to a great extent and in ways that may surprise us.

- How late for an appointment one must be before an apology is necessary varies with the culture and the circumstances (e.g. an appointment with one's faculty advisor, a date to see a play or movie, or an evening with friends).
- Table manners also vary from one culture to another: slurping one's soup shows appreciation of good food in some cultures and is rude in others.

Even more subtle are the unconscious rules of behavior.

- Differences in perceptions regarding social distance, or how close one stands to another person in different situations, are usually unconscious. In South America, one must stand quite close to another person to have a conversation, whereas in North America one stands at a distance of about two feet for impersonal conversations. If someone gets closer than is comfortable, a person will automatically back up. Watching a faculty member from a South American country "chase" a North American colleague around the room in order to discuss an issue can be humorous to an aware observer, but could result in frustration and bad feelings between those involved.

- In India, junior college students are expected to stand when speaking in class and to lower their eyes when speaking to their instructors.

Because we take so much of our culture for granted, we usually have little awareness of level two and none of level three unless our cultural expectations are violated. When this happens, our usual reaction varies from mild annoyance to outright anger.

The Effects of Culture on Communication

Whenever we are in any situation involving other people, the way we communicate with them is influenced by unconscious interpretation that is a natural part of the way human beings process information.

- In unfamiliar situations, we make judgments about people or their behavior based on a number of culturally-based assumptions. These assumptions may or may not prove accurate in subsequent encounters.

- In a multicultural setting, unconscious values and assumptions are likely to have even greater variability, and the potential for misunderstanding increases. Carried to an extreme, such assumptions result in stereotypes, such as in the way villains and heroes are portrayed in movies or on television.

- When people of different cultures interact, and their underlying values and assumptions are different, the interpretation given to a situation or event will be different. For example, many Americans consider direct eye contact to mean that a person is honest and confident. In some cultures, one lowers one's eyes to show respect and humility.

- In some cultures, courtesy demands that people not ask personal questions of new acquaintances, in others asking personal questions indicates friendliness.

Such differences, whether conscious or unconscious, create barriers to comfortable relations between people from different cultures. The problem is compounded by a natural human tendency to maximize one's comfort level and minimize discomfort. This tendency makes it easier to make friends with people like oneself and to avoid putting oneself in situations with people who are different. Whether it be in social interactions among peers of different cultures or in a classroom or workplace setting, a willingness to experience the discomfort of learning new behaviors and responses is necessary if we are to have improved understanding and communication with those of another culture. The rewards of building skills in intercultural communication are many. Ultimately one learns that human beings are more alike than they are different. Whatever generalizations one may make about other cultural groups, one must also recognize that individual members of those groups vary.

In the pages that follow we will outline the cultural communications skills and understandings needed by community college faculty, staff, and students.

Faculty and Staff Development Needs

Both faculty and staff working in a multicultural institution need training in order to be effective in contributing to the development of a climate that values diversity.

Community College Instructors

The way teachers interact with students, which is influenced by cultural assumptions, can inhibit good classroom communication.

- Communication occurs simultaneously on three culturally conditional levels: thought, emotion, and action, according to Condon (1976). These levels are expressed in words, voice modulation, and facial signals and gestures.

- Instructors' values and communication styles, especially if they are white and middle class, may not always coincide with those held by students from other family and cultural backgrounds. (See Figure 2.1)

Many communication problems between people of different cultures can be traced to the use of spoken language, body language, and gestures, and differences in the use of time and space. Examples include:

- The Arabic language contains a number of culturally based expressions of respect for others which do not exist in English. Students from this language background new to speaking English sometimes appear harsh or blunt because they have not yet acquired the voice modulations English speakers use in place of honorifics to show respect.

- Making eye contact, especially with teachers and those older than oneself, is considered rude in many cultures, including Lakota, Persian, Chinese. Not making eye contact is considered discourteous or "shifty" in Euro-American cultures.

- Hand gestures, such as "thumbs up," that indicate congratulations in U.S. popular culture are highly insulting in the Middle East and some Asian countries.

- Touching or rubbing a students' head is insulting to African-Americans, Cambodians, and others. In fact, physically touching another person carries various highly charged cultural meanings and can cause serious misunderstandings.

Through workshops, instructors can learn to identify cultural barriers to student learning and overcome them. They will learn that some students may find it difficult to reveal that they have not understood something because they feel embarrassed and are concerned about preserving the dignity of the instructor. Cues include:

- Too much nodding, smiling, or giggling

- Too many positive statements

- Rote repetition of the instructor or text

Instructors need to be aware that even students from similar cultural or linguistic backgrounds

may have very different characteristics as ethnic groups or as individuals. For example, an experienced ESL instructor described the different learning styles of ethnic Chinese students from Vietnam and from Laos. Those from Vietnam tend to sit upright, focus on the instructor, repeat individually or as a group after the instructor, while those from Laos tend to lean toward each other, talk under their breath, point out information to their neighbors, and laugh about each other's attempts to speak English.

Having a sensitivity to culturally different learning styles is important if instructors are to meet students' needs. For example, Northern New Mexico Community College staff discussed differences in learning styles and needs among students from the various Indian Nations represented in their student body and among Spanish-speaking students.

Instructors should:

- Observe students' interactions--greetings, farewells, ways of showing respect, physical interactions, expressions of feelings
- Observe students' actions--what they reveal about priorities or problems, such as missing work or class due to family needs, illness, work schedules
- Create a curriculum that draws on problems and issues that arise at college or in the wider community--issues concerning interactions with instructors, classmates, other college students discussed from the perspective of the students' home culture and from that of mainstream American culture

A classroom environment that validates the cultural perspectives of all students, encouraging cross-cultural comparisons rather than the inculcation of a particular set of cultural values, can empower students to make the kinds of adaptations necessary to function in American culture while at the same time maintaining their own cultural identity. Building student confidence and self-esteem is often an outcome of successful programs in support of LEP student participation in community college programs.

Community college instructors have the skills to handle many classroom difficulties. With support and cross-cultural training, they can expand these skills to work successfully with LEP students as well.

Student Services Staff

Cultural values and norms affect the kinds of student services required by students new to American mainstream culture. Effective services in multicultural college settings address the different needs of students by taking into account how cultural values influence student responses to:

- Choosing a vocation: In countries with little technology there are fewer options in career and occupational paths, and people follow the same occupation their families held for generations. Students need to be made aware of the variety of options open to them in this country and of the possibilities that exist for changing one's job or being promoted as one gains in expertise, skill, and experience.
- Prioritizing the use of one's time: In some cultures, the needs of family and friends take priority over all else, making it difficult for students to find time to study outside of class and causing them to miss class to take care of family matters.
- Responding to stress: In some cultures showing emotion is not appropriate, so stress tends to manifest itself in headaches, back pain, and other somatic symptoms.
- Seeking financial aid: The types of financial aid available and the financial aid forms required for application are difficult and confusing for LEP students.

They need special ongoing assistance to move through the various steps required in applying for financial aid.

Responses to the Needs of a Multicultural Student Body

Community colleges are addressing the issues of a multicultural student body in a variety of ways. Examples include:

- San Diego Community College District tries to make students aware of work and education as a process wherein they can take a job, work to gain experience, undertake further study or vocational training, then get a better job. Many people who grew up in the United States take this process for granted, but it needs to be pointed out to those who did not.

- A number of community colleges have established women's centers or other special programs to address the lack of support for women in college from cultures that do not value education for women. Others have created programs for students who are the first in their families to go to college.

- At Lansing Community College, where the majority of the students in the LEP program are Vietnamese, the director of the program fills a counseling role with the students, guiding them to other student services staff or assisting students himself. The program's counselor, who is an American with considerable cross-cultural experience, works in support of the director's role with students, and provides an interface between students and their vocational instructors. In this way, the program addresses the fact that Vietnamese students often find it difficult to discuss concerns with anyone outside the family except perhaps a respected member of their own community.

- Both in Lansing and in Denver, community college counselors working with LEP students stressed the importance of cross-cultural communication skills and the knowledge of students' culture for student services staff. Many community colleges find bilingual staff very important to their success in identifying and helping students to overcome barriers to LEP student participation in vocational education.

If the college's goal in addressing cross-cultural issues is to provide all students with the tools needed to become aware of and respect their own cultures and those of others, cross-cultural awareness workshops and curriculum goals and objectives must be developed for both LEP students and students from the dominant culture.

Needs of LEP Students

Students who speak English as a second language face pressures to assimilate into the dominant culture and to adopt the values of the American middle class. The college environment should validate the cultural perspectives of all students while providing the skills and knowledge needed to function in the mainstream society. LEP students need to be treated as individuals and to be given the information and skills necessary to make comparisons between the values and expectations of their cultures and the norms of the dominant culture. This will help provide them with some of the same advantages that other students have developed that enable them to function effectively within the academic environment and the American workplace. LEP students need:

- Not to be asked to be spokespersons for their cultures

- To be given opportunities to be together informally and to speak their own languages
- To have friends both within and outside their own ethnic communities
- To have opportunities to share their music, dance, and other social customs with others
- To prepare for work and to gain information about the norms of the American workplace
- To develop study skills and strategies for interacting with instructors, for using fellow students as resources, and for taking advantage of the support networks that students educated in the schools in the United States tend to take for granted

LEP students need opportunities to discuss problems, misunderstandings, and things that are confusing about American life. The community college must provide LEP students with a safe environment that will give them solutions, explanations, and skills for coping. This is valuable in reducing the stress an individual naturally feels in a new cultural situation. Issues that may need to be addressed include:

- Roles of men and women
- Dating and courtship issues
- Formality and informality of interaction among people of different social groups, ages, and genders
- Racial prejudice

Such opportunities will also assist students in building confidence in their abilities to function in multicultural settings--their neighborhoods, college classes and activities, and workplaces. Few students come from countries with the amount of cultural diversity that exists in the United States. Few students, whether new to this country or born here, have had opportunities to reflect deeply on their own cultures and those of others.

Needs of Students from the Dominant Culture

Most in this group of students tend to think of their lives as morally neutral, normative, and average. They are often unaware of their own cultural values and the privileges that they enjoy. They tend to think that they are helping others when they encourage the others to be more like them. To be able to function effectively in multicultural settings students need:

- To gain knowledge of other cultures
- To be shown that there are many valid ways of looking at the world and that their way is not the only way
- To know that it is all right to make mistakes in communicating across cultures, that sincerity and honesty go a long way
- To accept as valid the concerns of people of other cultures, not minimize them as being the result of oversensitivity

- To recognize individuals of other cultures as individuals, not as spokespersons for a group
- To learn to show respect for the music, art, and customs of others, even if different from one's own values or taste

Offering workshops to develop cross-cultural communications skills and provide knowledge about the contributions of all people to this country enriches everyone. Enhanced cross-cultural skills support the community college mission in its broadest sense: preparing students to be thinking, concerned participants in the political, economic, and social affairs of the community.

Experiential Training to Develop Understanding

Cross-cultural workshops that are experiential in nature provide faculty, staff, and students with the ability to:

- Develop awareness of their own culture and its influences on their personal values, behavior, and thinking processes, as well as on the way they interpret the actions of others
- Become cognizant of the unconscious assumptions and stereotypes that most people carry about those of another gender, race, and ethnicity
- Learn how these assumptions result in stereotypes, prejudice, and suspicion

Experiential workshops use simulations, games, role playing, personal stories, and analysis of critical incidents to develop participants' skills in the following areas:

- Diagnosing differences in communication styles
- Suspending judgments when encountering those whose behavior seems unusual
- Learning about other cultures
- Communicating effectively with those of other cultures

Content of an Effective Workshop

Workshops for faculty, staff, or students should provide:

- General background on the dimensions of culture and its effects on communication
- Key concepts relevant to improved cross-cultural communication
- Information about the cultural backgrounds of students and faculty at the college to increase understanding of how specific cultural behaviors or beliefs may explain responses that led to misunderstandings

Experienced cross-cultural trainers recommend integrating culture-specific information throughout the workshop, in such a way as to prevent stereotyping or over-generalization. Throughout the workshop, trainers:

- Encourage analysis of specific interactions rather than iterating lists of "do's and don't's" for cultural interactions

- Take care to verify information imparted concerning a culture other than one's own
  - with an informant from that culture
  - from respected and well-grounded sources

- Take responsibility for the impact the information may have on participants in terms of the
  - image portrayed of the ethnic group under discussion
  - accuracy of the portrayal
  - nature of demands for participant behavior change or response

We recommend that workshops be conducted by pairs or teams of trainers and that wherever possible these represent diversity in:

- Gender
- Age
- Race and ethnicity
- Types of intercultural experience
- Presentation and interactive styles

Workshops must be models for intercultural interaction and communication. Throughout the workshop trainers should show, through their own interactions, the basic principle that effective intercultural communication involves learning from one's mistakes. Effective trainers have sympathetic, accepting attitudes and a willingness to be honest and to demand the same of others, and acknowledge that developing one's communication skills is sometimes a painful process. This makes them peers in the groups' process.

Using Experiential Exercises

Experiential exercises are not effective unless participants are given ample time to discuss what they observed and experienced during the activity. The examples that follow provide directions on how to "debrief" an exercise. In general, trainers use the debriefing time to help participants reflect on their experience and to learn important culture specific information. Debriefing may include the following:

- Eliciting responses from each participant by a general question such as "What happened?" Here the trainer should guide participants to describe the event in a nonjudgmental manner, pointing out, where necessary, that one may not immediately understand another person's style of communication and may ascribe incorrect motives to the person.

- Getting participants' observations or descriptions of the event, by asking such questions as: "How did you react to your partner and to the communication?" "How did you feel?" and recording these reactions on a board or flip chart for later discussion.

- Sharing with the group any information that may help to clarify the purpose of the activity. For example, in an activity such as the communications style simulation, show that each group was acting out pieces of communication styles of various cultural groups. Have participants help identify specifics from different groups, e.g. Anglo use of direct eye contact.

- Making connections between feelings experienced in the workshop activity and real-life reactions to similar situations.

Here are examples of five different types of workshop activities that have proved effective:

Tag Game Purpose: as a warm-up and to lead to a discussion of ethnicity and in-group/out-group behavior.

Three shapes (triangle, circle, square, for example) are cut from paper of different colors, using 3 or 4 colors for each shape. The pieces of paper are placed in a bag. Each participant picks one piece and attaches it to a visible place on her or his clothing. Without talking, people are to look at their tags and get together into groups. People will go to similar shapes or sizes or colors, or they may produce chain groups, e.g., a red circle with a red square and a yellow square. After they have grouped once, tell them to break up and re-group.

DEBRIEFING: Discuss what the participants felt they were doing: What kinds of groups did they make? Were there any chains? Was anybody left out? Were there any "outsiders?" Did anyone in a group feel that a member did not belong? How is this activity analogous to cultural grouping?
(Hemphill and Low, 1984)

Communications Styles Simulation Purpose: to provide experience with differing verbal and non-verbal communications styles.

Divide large group into two smaller groups, A and B. Tell the group members to choose a partner from the opposite group and converse with him or her for about 3 to 5 minutes. Assign a topic of conversation, such as: Get to know your partner and find out how he or she likes to spend free time. Give members of each group special instructions describing a "rule" they must follow in communicating with the person from the other group. For example, instruct group A to avoid eye-contact when speaking to partner and not show any emotions or reaction when she is speaking. Instruct group B members to stand about six inches closer to partner than normal and to use gestures often when speaking.

DEBRIEFING: Ask participants what happened, how they felt, and what they learned from the encounter. (Adapted from Reed, 1984)

View and Discuss A Film Purpose: to better understand values in American culture and a contrasting culture.

Show a film, such as *Becoming American*, that gives insights into an immigrant culture. Provide participants with worksheets on which to write down information on the attitudes and values of Americans and the attitudes and values of the contrasting culture (in this instance, Hmong culture). Topics in contrast are: the family (definition, roles within the family, and expected attitudes toward outsiders); the individual (responsibility, independence, importance of the group, attitudes about privacy, personal opinions, personal achievement and distinction), and the supernatural (importance of the supernatural in the daily life of an individual).

DEBRIEFING: Discuss with the group their responses on each worksheet.
(Contributed by Chris Gilman, Tacoma Community House, Tacoma, Washington)

Critical Incidents Purpose: to provide experience in analyzing critical incidents and attempting to reach a consensus within a group regarding the incident.

Develop 10 to 20 critical incidents--short accounts of a cultural event whose outcome has cross-cultural significance. For each incident have participants note down their response to the situation, including why they think the people involved behaved as they did, what the feelings of each person involved might be, and why the situation occurred. Ask them also to write how they feel about this

and what they would do about the situation.

DEBRIEFING: Discuss with the group their written responses or eliminate the writing step and simply hold a discussion. Help the group to identify the cultural factors that might be at work in the situation.

(Adapted from Weeks, Pedersen, and Brislin, 1987)

Role Playing Purpose: to provide practice in dealing with racist slurs, remarks, jokes.

Ask participants to pair up and brainstorm a list of remarks, jokes, slurs that they find inappropriate or offensive and would like to practice dealing with. After about 3 to 5 minutes, ask pairs to rejoin the larger group and share some of their list. Write non-duplicated list on newsprint. Then ask participants to work with trainers to role play an item from the list. One participant will make the remark, the other will practice responding to the remark. Trainers will provide feedback to help participants try different strategies depending on whether they want to make the offender stop making such remarks in their presence or whether they want to begin to change the offender's thinking.

(Adapted from Brown, 1991)

Ongoing Work for Community Colleges

It takes commitment on the part of individuals and institutions to keep paying attention to the issues and working to improve one's own understanding. To do this, committees of faculty, staff, and students can be appointed to look at college policies, hiring practices, curriculum, and student activities to make certain they foster the creation of a multicultural institution where everyone's potential can be developed as fully as possible. Experience has shown that where each individual becomes aware of his or her own cultural identity and learns that it represents one of several valid approaches to the world, unconscious attitudes of superiority on the part of the dominant culture begin to change. The result is that the barriers of suspicion, sterotyping, and prejudice are reduced. People can learn to develop strategies for handling difficult issues such as racial slurs and demeaning attitudes. They also can learn how to become advocates for one another and how to build intergroup alliances and friendships, if they are willing to make the effort and are provided with the skills to do so.

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Chapter 3

Planning and Implementing Programs and Services

Community colleges are responding to the presence of limited English proficient students in a variety of ways. Some are offering ESL in preparation for entry into college, others are providing short-term job training, and many are offering a full range of services to students speaking English as a second language who are in vocational programs.

This chapter will indicate how to effectively identify and address the needs of LEP students in your college. It highlights information needed for making planning decisions and identifying and training instructors. It also suggests steps to be taken in implementing programs and services.

Planning and implementing programs for LEP vocational students involves much the same process used in any program development effort. Students whose skill levels in speaking, reading, writing, or understanding English limit their ability to participate fully in the English-speaking culture and to assess vocational or academic study are referred to throughout this handbook as LEP students. There are some unique challenges to be addressed with this special population.

Challenges

- ☐ Determining the English language training needs of LEP students and providing them with appropriate instruction either before or during vocational instruction
- ☐ Providing special academic support and appropriate student services
- ☐ Finding and/or training faculty and staff to effectively teach LEP vocational students

These challenges are being met with very good results in hundreds of community colleges around the country. Their programs and services to LEP vocational students have yielded many benefits to faculty, students, and local communities.

The following are key factors to program success:

- Serving LEP students is seen as important to meeting the mission of the community college
- Administration, faculty, and staff are committed to meeting the challenges of serving LEP students
- Qualified faculty and staff are identified or trained
- Programs and services are carefully planned and congruent with goals and objectives
- Programs are integrated into the vocational or technical divisions of the college or are well-coordinated with them to facilitate student transfer to certificate or degree programs
- Appropriate student services such as career counseling, ongoing guidance, and job placement are available
- Multicultural issues are addressed throughout the curriculum and by offering cross-cultural training for faculty, staff, and students
- Committed leadership on campus advocates for and addresses the needs of LEP students

This chapter provides an overview of program planning, including needs assessment, key steps in program design, and developing an evaluation plan. It is important to stress at the outset, however, that community colleges often go through various developmental phases, offering different types of services to LEP students according to the needs of students and the resources of the college.

Figure 3.1 illustrates varying levels of services in support of community college LEP vocational students. Depending on student needs and college resources, the range of types of services may include:

- No specialized services to vocational students who speak English as a second language, except for pre-enrollment ESL (ESL before enrollment in a vocational program) (College 1)
- Specialized student support in the areas of academic and career counseling geared to LEP students (College 3)
- Full programs, with vocational ESL, special vocational training for LEP students, specialized student services of all kinds, and job placement (Colleges 5, 6, and 7)

Figure 3.1 Continuum of Programs and Services

Programs or Services	College						
	1	2	3	4	5	6	7
Pre-Enrollment ESL	X	X	X	X			X
Cross-Cultural Training		X		X	X	X	X
Vocational ESL (VESL)					X	X	X
Vocational Training Coordinated with VESL					X	X	X
Bilingual Vocational Instruction						X	X
Academic or Career Counseling, Other Support		X	X	X	X	X	X
Instructional Support (Learning Labs, Peer Tutors)			X	X	X	X	X
Job Placement				X	X	X	X

Comprehensive Needs Assessment

Successful courses, programs, or services respond to the authentic needs of the college, the LEP population, and business and industry. They identify or recruit faculty with certain skills and attitudes, and plan services to ensure that LEP students are drawn into the life of the college.

There are a number of reasons a community college may decide to move beyond offering only ESL courses or having bilingual student services staff to implementing a more comprehensive program for LEP students to support their participation in occupational or technical education. The following scenarios are examples of situations to which community colleges respond.

- The college may desire to expand the numbers of students it serves or take steps to ensure that its student body reflects the demographics of the community. For example, one large city with a 47 percent Hispanic population has only 7 percent Hispanic students in its community college system. Bilingual vocational training programs that develop students' English language and vocational skills simultaneously are part of the college's plan to expand its Hispanic student body and serve a broader segment of the local community.
- An existing vocational program for which there are employment opportunities for graduates may need more students in order to continue. Targeting LEP students and developing a program to support their successful participation may enable the program to continue and thus provide local employers with trained workers.

- Business and industry may have expressed a need for workers in a given area, but the college lacks funds for initiating new programming. A federal vocational special needs grant for services to LEP students may enable the college to develop such a program with a plan to institutionalize it within a given timeframe.

- Perhaps there are significant numbers of refugees or immigrants with English language skills below those required for present community college ESL classes but whose ESL needs or academic or vocational goals are not being met elsewhere in the community. The college can develop a series of courses to bridge the gap.

- There may be a large number of limited English proficient people with relatively little previous education who could benefit from short-term training combined with VESL and targeted to prepare them for specific employment opportunities in the community.

- Jobs in certain labor sectors may be going unfilled because of a lack of available individuals with the necessary training. The college can work with employers to develop programs that provide job and language skills for potential LEP employees.

- Expanding employment sectors may provide future opportunities for community college graduates, including LEP students.

Community Needs Assessment Data

No doubt your institution is already gathering information on the job market, either formally or informally, through the advisory panels for each vocational area. You may also already be collecting information on the demographics of the student body and of the community you serve. A systematic assessment of the needs of the local labor market, the LEP student population, and information on existing services is a necessary part of program planning. Figure 3.2 provides examples of the kinds of information needed and potential data sources.

Figure 3.2 Sample Needs Assessment Data

Information Needed	Possible Data Sources
Community Characteristics Total population; number of refugee and immigrant adult GED completers, high school graduates; number in adult education programs, language groups; number of single parents; number on welfare	Published census reports, information from chamber of commerce, high school records and reports, welfare dependency rate, unemployment rate, U.S. Department of Labor surveys, city/county surveys
Employment and Economic Characteristics Unemployment rate and mean family income of general population and refugee and immigrant population	Local labor department, Vocational advisory panels at the community college
LEP Training Needs Available ESL and vocational training, number needing but not receiving training, employment and vocational goals of group	School department, JTPA, private industry council, community-based organizations serving refugees and immigrants, Indian tribal councils, ethnic community organizations
Refugee and Immigrant Skills Language proficiency of high school or adult education ESL program completers; previous education, job experience, academic skills	Community-based organizations, refugee resettlement organizations, refugee community organizations

In some instances community colleges may find it necessary to develop their own needs assessment survey questionnaires in order to get all the information needed. Telephone or personal interviews are often the most effective means of conducting a survey. Although time consuming to conduct and to analyze, interviews provide in-depth information and a higher, more timely response rate than do mail surveys. They have the added benefit of strengthening existing ties with the community or developing new ones. Figure 3.3 provides examples of questions that can be tailored to fit the purposes or audience for the survey.

Figure 3.3 Examples of Survey Questions

1. **Labor Market Demand**--In what types of jobs do you foresee making the greatest number of hires in the near future or over the next five years? How many projected new hires in each job area?
2. **Labor Market Supply**--Do you expect to be able to fill those positions easily? Why or why not? If yes, from what groups do you usually draw? (That is, from vocational schools, general high school graduates, displaced workers from other industries, women coming back into the work force, etc.)
3. **Market Prognosis**--In which job types do you expect that the demand will be greater than the supply, if any?
4. **Technical Skills Requirements**--In general terms, what technical skills and education or training background are required for the types of jobs from question #3.
5. **English Language and Literacy Skills Requirements**--What levels of English skills are required by the types of jobs above? To read instructions? At a high or low level? To communicate with superiors, co-workers, outside parties? To write?
6. **Work Characteristics**--What are some of the major characteristics of the work environment for these types of jobs that planners should be aware of? For example, what will the entry-level wages be? What are the advancement possibilities? What wages and benefits come with advancement? What are the hours, shifts? Any others?
7. **Other Requirements**--Are there any other prerequisites for these jobs that we should consider in planning our program? For instance, the need of a car, union membership, good physical strength, etc.? Bonding requirements, security clearance?

Adapted from Research Management Corporation (1987).

Once the basic information indicated above has been gathered and analyzed in the context of the needs and resources of the community college, planners will be in a good position to decide which vocational training areas to target for LEP student programming and where in the college structure to locate the programs (vocational/technical education certificate or degree program, continuing education division, noncredit, short-term training in a neighborhood location, etc.). Chapter 4 provides more information on the different program options currently being used in community colleges to meet particular vocational and English language training needs for LEP students.

Data on Student Needs

After deciding potential vocational areas to be targeted, the following information should be looked at in relation to the cultural backgrounds, socioeconomic levels, educational levels, and English language proficiency of the target LEP population.

- Technical skills required: Is computer literacy necessary? Is a formal certificate required? What length of time is necessary to complete the training? How long will the program need to be extended to allow for language and basic skills development for LEP students? Is on-the-job training or apprenticeship necessary?
- Level of English language skills required: Do jobs resulting from the program require a level of English language and literacy that is within the reach of LEP students by the end of the program of study?

- Major features of the jobs resulting from training: Do any of the job features seem likely to inhibit refugee and immigrant graduates from taking jobs in that area? Are wages too low to allow for self-sufficiency? Are there cultural background characteristics that would deter immigrants from taking jobs in that area of work? (Some employment areas are deemed inappropriate for men or for women in a given culture. Jobs that would require manual labor such as air conditioning and heating or auto mechanics would not be likely to attract people from certain cultural and class backgrounds but would be deemed desirable by others.)

- Related job requirements: Are there issues concerning physical demands, health status, union membership, transportation to job sites, requirement for a driver's license, likelihood that one would need capital to start one's own business (as in family day-care provision or independent appliance repair businesses)? These factors should be considered in accordance with the job market and employment situation in the community.

Planning Programs and Services

Once the needed information has been gathered, a team of planners who are committed to serving LEP vocational students (often ESL and vocational/occupational education faculty) should be appointed and given the flexibility to take the necessary action within the constraints of the community college budget. Whether planners decide a full program is needed or whether they decide to set up a student support component targeting a particular group of LEP students, the following steps may be referred to and selected from as a guide.

Step 1: Identify Needs of Community and Students

- Analyze labor market needs
- Identify potential employers of LEP students
- Assess general client population needing improved language and technical skills

Step 2: Build Institutional Support

- Meet with relevant deans and faculty
- Meet with potential employers of program graduates
- Identify other relevant stake-holders
- Meet with community organizations and schools involved with target populations
- Meet with leaders in potential student peer group

Step 3: Design Program

- Identify all appropriate and necessary program services
  - instructional (VESL, basic skills, technical skills)
  - counseling, employment placement, follow-up
  - cultural awareness, work readiness
  - support services (child care, transportation, health, financial aid)
- Identify appropriate location for service or program delivery
- Identify instructional and noninstructional personnel
- Plan for funding, establish preliminary budget

- Establish contacts with community resources for information, materials, and faculty and staff development
- Establish an advisory group or panel
- Designate a position responsible for oversight of program components
- Designate a liaison person for each component
- Develop a plan for linkage with resources outside the college and for coordination between academic departments (for example, ESL and vocational instructors) and student services (for example, bilingual counselors, immigrant counselors, and regular student advisement and counseling staff)
- Develop outreach and recruitment plan

Step 4: Design Instruction

- Analyze content of vocational or academic courses where applicable
- Set program goals and objectives
- Determine curriculum competencies and needed courses
- Determine class size, number of classes, and grouping of students by
  - language level
  - vocational goal
  - individualized instructional plan
- Establish entry/exit criteria
- Arrange class schedule
- Identify appropriate class setting (vocational classroom, college classroom, learning laboratory, other)
- Arrange for necessary facilities and equipment
- Identify instructional staff qualifications and job descriptions

Step 5: Implement Program

- Recruit and assess students
- Develop instructional plans
- Provide cross-cultural and other training for instructors working with LEP student and for others, according to college goals
- Provide ongoing staff development and time for planning, materials development, and coordination between departments

Step 6: Plan Evaluation

- Establish evaluation questions in relation to project goals and objectives
- Develop a data collection plan, instruments, and procedures

Your college is probably accustomed to working with vocational advisory panels. Planners of your LEP vocational program will find the assistance of an existing or specially appointed advisory group invaluable during the planning period.

Advisory Panel

Appoint an advisory panel made up of representatives of business and industry, ethnic community organizations, and educational stake-holders both within and outside the college. Membership may include:

- Representatives of employers in the community likely to hire program graduates
- Refugee/immigrant service agencies
- Ethnic community organizations
- Representatives of high schools with high concentrations of LEP students
- Current and graduate LEP vocational students
- The dean of the department under which the program will function
- A representative from the college's resource office, committed to procurement and allocation of funds (research and development)
- Other community college staff as relevant

This group will be active in assisting with the needs assessment and carrying out the various steps involved in the planning process, including recruiting qualified instructors and providing input on program goals, objectives, and curriculum development.

Student Support Services

Even if your college does not need a comprehensive program for LEP students, having support services targeted to the unique needs of LEP students is essential. Programs for vocational LEP students stress the importance of providing what one community college called "a person, a place, and a program" for each student. Because many LEP students come from cultures in which interpersonal relationships are of central importance, most respond best to having a designated individual, preferably a bilingual, bicultural person, with whom they can build a relationship and through whom they can receive whatever assistance they need. Community colleges meet this need in a variety of ways: through having a counselor designated at the student support center to serve refugee/immigrant students, through having a separate counselor for the vocational LEP program, and through the use of peer counselors and tutors. Collaboration with or referral to agencies in the community is often important to meeting the varied needs of these students. Chapter 6 provides detailed information on support services.

Figure 3.4 provides an illustration of a program adapted to the needs of the LEP population served by a community college.

Cross-Cultural Training

Providing appropriate cross-cultural training ensures the integration of LEP students. Community colleges in many parts of the country are dealing with the challenges of multiculturalism. Most refugees/immigrants come from relatively homogeneous cultural settings and have little preparation for living in a multicultural society. Because cultural values and behaviors are learned in

childhood largely through modeling, many responses are unconscious and automatic. Violations of cultural expectations can result in misunderstandings ranging from mild annoyance to anger, depending on how aware one is of one's own cultural values and those of others. Cultural festivals in which food, music, and dance are shared address only one dimension of cultural experience. Behaviors driven by values rooted in deeper levels of culture, such as how close to stand to another person during conversation in a given setting, the appropriateness of eye contact, physical touching, and interactions between men and women, teacher and student, young and old are often unconscious and the source of misunderstandings, stereotyping, and prejudice.

If refugee and immigrant students are to be successfully integrated into the life of the college, both faculty and students (American-born and immigrant) need to develop cross-cultural awareness and communications skills. Chapter 2 provides more information on how community colleges can address these issues to the end that everyone's potential can be realized more fully in the life of the college community.

Figure 3.4 Adapting a Program for LEP Students

San Diego Community College District's Continuing Education Program at its Skills Center serves a part of the city in which there are many Southeast Asian refugees. Many of the young adults in that ethnic community were interested in automechanics but did not yet have the English language proficiency to successfully complete the certificate program offered through the Skills Center. In consulting with her advisory panel, the dean learned that there was increasing demand for light service mechanics to do oil changes, lubes, and routine maintenance.

With the assistance of her advisory panel, the automechanics instructors, and a vocational ESL curriculum writer hired with funding from a Perkins grant, she created a one-semester program called Light Service Mechanic. Employers contacted through the advisory panel agreed to hire program graduates. The Automotive Certificate Program agreed to accept the Light Service Mechanic Program graduates as soon as their English was adequate, giving them credit for the courses they had taken. A VESL instructor was employed and classes were set up at the automotive facility. Concurrent hands-on vocational training was provided in a lab adjacent to the classroom.

Through the program many Southeast Asian students with little previous education were able to greatly improve their English skills, gain a marketable skill, and get good-paying jobs in a relatively short time. Several students who completed the program have entered the certificate program to prepare to become auto mechanics.

Identify Instructional Staff

Identify instructional staff with the necessary skills, commitment, and flexibility to work effectively with LEP students. Specific skill requirements for instructors will vary according to the vocation selected and the program model identified. In general, community college instructors successful in working with LEP vocational students require:

- Competence in the vocational area and English language proficiency
- Cultural sensitivity to limited English proficient students
- Expertise in vocational education, bilingual education, or ESL
- (For bilingual programs) Ability to communicate with students in students' native language
- Ability to adapt instruction for LEP students without lowering academic standards (The exit competencies must be the same for all students; only the method of communicating the content varies)

- Willingness to make an effort to learn about students' home cultures and educational systems
- Ability to resolve conflicts between the community college environment and the home culture in a positive manner

Community college LEP vocational program staff agree that vocational instructors need special support in working with LEP students and that some training in the instruction of LEP students is helpful. This will be discussed further in Chapter 5.

Coordination is necessary between ESL and vocational instructors to plan instruction and to provide support in handling special needs of LEP students. Having the ESL classes located in the same building as the vocational training to facilitate interaction between vocational and ESL instructors is helpful. Frequent contact with other LEP program staff on an informal basis to talk about student problems and progress is also valuable.

Issues Related to Part-time Instructors

Many community college instructors are part-time. This creates a challenge to the college in providing needed staff development activities and scheduling time for instructors to write curriculum and develop instructional materials. Paid time for this work is essential to program success, as is time for coordination and planning with vocational instructors.

Some community colleges have full-time staff development or resource instructors to assist part-time staff. Others have hired curriculum writers or materials developers through Perkins funds to enable them to adapt existing vocational programs to LEP student needs. Still others pay part-time instructors for an extra hour or two a day to enable them to develop curriculum and materials, coordinate with other instructors, or attend staff development activities. Community volunteers or work study students can be trained as instructional aides, freeing the instructor to do these tasks. LEP program graduates are good resources as tutors or aides and provide inspiration to current students.

Developing an Evaluation Plan

Community colleges use varying approaches to evaluating their programs and services for LEP adults. Colleges with federal or state grants that require program evaluations conduct formal evaluations. Others collect a variety of student outcome data and other information to document the benefits of the program to the college. Most colleges also ask students to fill out instructor evaluation forms. It is important to know whether the college's efforts in support of LEP participation in vocational education are fulfilling the purposes for which they were developed. If they are not, it is important to know why. Evaluation is beneficial to meeting the goals of the program and planning for its further development in the college.

A good program evaluation can be relatively simple. The key is to have clearly stated measurable goals and objectives for the program. These are important not only for good planning, but also for evaluating the success of the program and identifying areas where changes and improvements are indicated (see Figures 3.5 and 3.6). By collecting information and examining the program in an ongoing way, the advisory panel and program staff can stay apprised of what's working and not working, identify the reasons, and make changes where indicated.

The evaluation plan can simply consist of identifying evaluation questions in relation to each program goal and objective, indicating the sources of data to answer these questions and indicating the evaluation activities necessary to gather the needed data.

The timing and frequency of evaluation activities is important. *Formative* evaluation activities should be carried out at a point where the program has had time to meet some of its goals, yet early enough to be useful to making program changes. The end of a semester or term is a good point to look at program implementation and identify problems in order to take corrective action. Outcome (*summative*) data such as improvement in student's English language proficiency and job

placement data must be gathered at the point at which students complete the program (e.g. after the third semester, or whatever is the duration of the planned instruction). Figure 3.7 provides an illustration of evaluation in action.

Figure 3.5 Sample Program Outcome Goals/Objectives

1. The program will increase student English language proficiency from intermediate level at entry to advanced level upon completion as measured by the program's English Language for Clerical Professionals Criterion Referenced Examination.
2. Students will achieve 90% mastery of all vocational curriculum objectives on a competency checklist.
3. 90% of the graduates will obtain job placements in their field and maintain their jobs for at least 90 days.
4. At least 25% of the graduates will enter a degree program at the community college.

Figure 3.6 Sample Program Implementation Goals/Objectives

1. The program will enroll at least 15 students per semester.
2. The ESL instructor and the office skills instructor will meet weekly for planning and coordination.
3. An LEP program graduate will visit classes at least once a month to speak to students.
4. Every student will meet with the bilingual counselor at least once a month.

Figure 3.7 Example of Uses of a Formative Program Evaluation

A community college implemented a program in support of LEP student participation in an early childhood education certificate program. The goal of the program was to mainstream the students into regular classes as soon as possible. Students were required to score at the intermediate ESL level on a standardized test in order to be admitted to the program. They were given a semester of intensive ESL and vocational ESL, then entered early childhood education classes along with students who were native speakers of English. In addition, students took one vocational ESL course per semester and observed, developed activities for, and worked with children in the laboratory preschool program.

At the end of the second semester, the college employed a graduate student from a nearby university to evaluate the program. The evaluator gathered information on student grades, interviewed and observed all instructional activities, and conducted focus groups with students. In addition, students were retested on a standardized test they had taken at the beginning of first semester. The evaluator found that 90% of the students had moved from the intermediate to advanced ESL level on the standardized test, and students were rated as good to excellent in their laboratory work but complained that they were having difficulty keeping up with the lengthy reading assignments required for the theory classes. More than half of the students were receiving grades of C or below in their theory classes.

As a result of the evaluation, the early childhood education instructors worked with the VESL instructors to develop study guides in simplified English to accompany the third-semester courses. They also arranged for volunteer bilingual student tutors to assist students in understanding their reading assignments. Students were also offered assistance in how to study for and write examinations. The instructors and LEP students were confident that these adjustments would result in higher LEP student performance in the succeeding semesters of the program.

Classroom-Based Evaluations

If the services or courses offered do not seem to necessitate a full-scale program evaluation, instructors may choose to conduct classroom-based research for their own instructional improvement

purposes. This works best initially if instructors are free to explore areas of personal interest that they feel will benefit their own instruction. As instructors develop confidence and interest in classroom-based evaluation activities, several may choose to work together, perhaps to look at student time on task or to document the amount of teacher talk versus student talk in their classrooms.

In one college, each instructor wishing to perform a classroom-based evaluation submitted an action plan to the department chair:

- Specifying the evaluation or research question or questions of concern
- Indicating the kinds of data needed and the evaluation activities planned
- Indicating the plans for analysis and reporting the results
- Discussing how the resulting information would be used

Figure 3.8 illustrates one example of research on peer support within a VESL class.

Figure 3.8 Example of a Classroom-Based Research Activity

One instructor was interested in exploring how and to what extent VESL students were using the assistance of their fellow vocational students who were proficient in English. He asked students to document these activities in their weekly journals. He compiled their notations into his own notebook periodically. At the end of the semester he also interviewed students about the topic. In analyzing the information he found that the most successful LEP vocational students made extensive but informal use of peer support. He then developed a series of classroom activities in which the successful students' strategies could be communicated to their fellow students to encourage others to adopt these strategies. The instructor also wrote up the results and shared them with both the ESL and vocational faculties at the college. He also published a paper on his evaluation activity in a professional journal.

This chapter has highlighted some of the necessary steps to planning successful programs in support of LEP student participation in vocational education. Careful needs assessment, clearly stated goals and objectives, and a good evaluation plan provide the basis for a successful program, but commitment and flexibility on the part of community college administrators and faculty are vital to assisting limited English proficient students to be successful in vocational education.

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Chapter 4

Instructional Options, Components, and Strategies

When serving limited English proficient vocational students, their goals, needs, and vocational interests must be assessed. Some students may require special or adapted support services (see Chapter 6); others may require instructional support or tutoring (see Chapter 5). For others, specialized language course components before or during vocational instruction will be necessary. For still others, the optional mix is full program strategies that include all of the above features and are coordinated with vocational training. Clearly, no one set of solutions will be best in every case, and student and program needs assessments must be conducted to decide what individual students require and what program strategies will be effective for groups of students.

This chapter presents the basic vocational program options for short-term job training and longer-term credit programs. It continues with a variety of language instruction components that can be implemented either independently to address particular student needs or as part of an overall program strategy. The chapter concludes with four major program strategies commonly used in community colleges.

Challenges

- ☐ Increasing LEP students' competencies in language and basic skills so that they can gain access to quality vocational training as quickly as possible
- ☐ Selecting and adapting program options, components, and strategies to meet the needs and goals of particular LEP students
- ☐ Coordinating language and vocational instruction
- ☐ Providing LEP students with appropriate and sensitive academic and support services that are integrated and compatible with students' needs and program strategies

Basic Program Options

Many community colleges serve LEP vocational students in one of two primary program types:

- Short-term job training, usually beginning with some preliminary Adult Basic Education (ABE) and/or ESL and usually noncredit
- Longer-term certificate or degree programs that require more advanced language and literacy abilities and components

Even though many LEP students have the goal of furthering their education with degree programs, many also have the need for immediate gainful employment and thus may first want a short-term job training program. If the college plans appropriate support services and educates students about options, they may come back to the college later for a degree program.

Other students who have gained skills elsewhere or through experience may come to the college for specialized courses in language, computers, or a new technology in their fields. These new skills will make them more marketable. They may come back to the college later for additional courses to review or expand skills. These occasional students are not participants in full short- or long-term programs, but their right to be well served by the college is equal to that of full-time students, and they make up a sizeable percentage of a college's student body at any one time. These students may require similar support services as full-time students, and they represent a pool of potential

program participants. If they have positive experiences at the college, they may want to enter short-term, certificate, or degree programs.

Short-Term Job Training

Short-term job training programs leading to immediate employment are often operated by a separate center from the main campus and are usually not integrated with the semester credit programs or schedules. Students begin with intensive ESL, supplemental ABE, and sometimes general vocational ESL (VESL) classes with emphasis on employability skills before beginning job training. The job training programs are either held at the center where the pre-vocational classes are held or at a technical center that offers a greater variety of more technical programs. These technical centers often work with both public funding sources such as JTPA and in coordination with local industries or unions to provide training for industries' labor demands and to place graduates in jobs. The training programs may include VESL classes and academic support such as tutoring and learning labs, and may have on-the-job training or job try-out components. The support services are usually coordinated by case management and/or rely on a center with emphasis on job placement (see Chapter 6). The main focus of these programs is developing language and vocational skills for the workplace. See Figure 4.1 for an example of a short-term job training program.

Figure 4.1 Short-Term Job Training Program

A center of San Diego Community College has a vocational ESL/ABE office skills program using the learning lab approach. Low-level LEP students begin with a three-week preliminary VESL/VABE lab and then go to the office skills lab. In the office skills lab (for three hours a day) students work on computers and learn office-related vocabulary, beginning keyboarding, and word processing skills. The lab is run like a workplace; attendance is required, work must be done each day before leaving, the instructor provides feedback daily, and students work together to solve problems. Students stay in the program until they demonstrate exit competencies or get a job.

Certificate and Degree Programs

Certificate and degree programs follow semester schedules and usually require at least three semesters for a certificate and four semesters for an associate degree. Students are often required to have a high school diploma or GED before entering or completing the program. These programs usually have higher ESL and ABE skill requirements for entrance and completion than do noncredit programs. Support services can either be available from adapted mainstream services or from program-specific services.

The programs can be implemented using any of the components or strategies discussed in this chapter, but unlike the short-term job training programs, whose primary focus is the workplace and job placement, these certificate and degree programs have the additional goal of increasing students' English language and academic skills for further vocational and technical education. Most LEP students who have the basic skills begin with credit ESL leading to a credit vocational program. Students who begin in a short-term program can either continue with their ESL and ABE to get a GED (before job training) and then later enter a credit program, or they can return to a credit program after working for a while.

Degree vocational programs are certainly geared toward preparing students for employment and often include internships or cooperative education options where students study and work in alternating periods, as well as job placement services. Or, these programs may also present the clear option of continuing the student's education in the same field at a four-year institution to receive a bachelor's degree before seeking employment. This can be promoted by coordinating a transfer program or through more formal articulation arrangements.

Cooperative education and internships are particularly valuable to LEP students. The work setting allows LEP students to test their language skills in a real-world environment and potentially

to identify areas for improvement that were not as evident in the classroom setting. Employers also have the opportunity to evaluate possible future employees and strengthen the relationship between the employer and the college.

Figure 4.2 describes one community college's cooperative education program, which also includes an articulation arrangement with the university system.

Figure 4.2 A Cooperative Education Degree Program

At Northern New Mexico Community College, Native American and Hispanic students have several options in the Forest Service COOP Program. They begin the A.A. degree program at the college with COOP, in conjunction with the Forest Service, Bureau of Land Management, or Bureau of Indian Affairs on a reservation. An automatic continuation arrangement has been set up with a state university in a neighboring state, which includes an additional COOP in that area. The programs lead to a variety of jobs with the Forest Service such as game warden, ranger, range technician, personnel officer, and land scientist; or with the Bureau of Land Management such as computer operator, drafter, and electronic technician.

Language Instruction Components

LEP student needs and program strategies may require a variety of language instruction components, each of which is appropriate in different circumstances. The following figures name, define, and describe how various language instruction components are used. Figure 4.3 describes types of ESL classes that are usually taken before vocational instruction. Figure 4.4 describes types of vocational ESL and language instruction that are taken either in preparation for or concurrent with vocational instruction.

Figure 4.3 English as a Second Language

NAME	DEFINITION	USE
ESL Literacy	Basic literacy instruction for ESL students who are either not literate in their own language or only partly literate, who are literate but in a different script, or whose language is not a written language	Also taught to ESL students who lack the necessary literacy skills to benefit from pre-VESL and vocational courses
Survival ESL	A type of beginning ESL that teaches the content of survival basics for immigrants, such as shopping, money, post office, bank account, bus system, etc.	Often taught before short-term programs and before pre-VESL with very low ESL level students; can be taught as the content for ESL literacy
Grammar-based ESL	Beginning to advanced ESL taught in a developmental order of grammar and sentence structures	Usually taught as a prerequisite to credit/degree programs requiring a high level of English skills, more appropriate for students continuing in academic study
Academic ESL	Beginning to advanced ESL emphasizing the reading, writing, communication, and study skills needed in an academic setting	Taught as a prerequisite to credit/degree programs requiring a high level of English and academic skills, often taught in combination with grammar-based ESL
Content-based ESL	Teaching ESL in the order of how it is used and needed in the study of particular content areas, rather than by basic life skills competencies, grammar, or language functions	As an alternative to academic ESL for LEP students who are preparing to enter academic or vocational credit/degree programs

After taking a certain number of ESL courses, or instead of ESL (depending on student goals, program strategies, and student ESL levels), LEP vocational students have a number of language component options. They can take VESL transitional courses and/or concurrent VESL, or have bilingual instruction in conjunction with the vocational courses.

Figure 4.4 Vocational ESL (VESL) and Bilingual Instruction

NAME	DEFINITION	USE
VESL	ESL emphasizing vocabulary, language, and communications skills relating to a specific vocational area and/or workplace	Used in many forms to assist LEP students in entering and completing vocational programs, and in gaining employment and succeeding on the job
Pre-Employment VESL	General VESL with content based on the workplace and how to get a job	A a preliminary course before or after job training programs
Vocational Adult Basic Education (VABE)	ABE for LEP students who lack basic skills, with emphasis on math, language, and literacy needed in the workplace	As a preparation course before job training
Cluster VESL	VESL relating to a group of vocations rather than one, such as health care professions or office occupations	Taught before or with a vocational program as an introduction to related vocabulary and to develop vocation-related communication skills
Transitional VESL	VESL, which is usually vocation-specific, taught as an introduction to the vocation and using vocation-related language	Taught before the vocational program, often followed by VESL support center services during the program
Bridge Course	A course taught as an introduction and orientation to a vocational field, not necessarily LEP-adapted, but can be	Taught before the vocational program
English for Special Purpose (ESP)	ESL related to a vocational area, either as vocation-specific VESL, or content-based ESL with the vocational area as the content studied; academic ESL can be considered a type of ESP	Taught either as preparation for a vocational program or simultaneous but not day-to-day concurrently with the vocational training
Concurrent VESL	Vocation-specific VESL accompanying vocational training with very close coordination between the VESL and vocational classes to facilitate reinforcement of vocational-related language skills	Taught just after or before the vocational class on a daily basis, dependent on close coordination for maximum effectiveness
Bilingual Instruction	The use of students' native language along with English (or sometimes instead of) as the medium of instruction	Essential to the bilingual vocational training model, where content courses are taught in a native language initially with progressively increased use of English; in some bilingual education models, the native language use and skills are maintained and developed

Program Strategies

This section describes four basic program strategies currently being used at community colleges:

- ESL followed by a mainstream vocational program
- Pre-vocational ESL (Pre-VESL) followed by a vocational program with VESL support
- ESL/Pre-VESL followed by a vocational program with concurrent VESL
- Bilingual Vocational Training (BVT)

In the above strategies Pre-VESL refers to VESL courses, such as pre-employment VESL and cluster VESL, that are offered to LEP students before they begin a vocational program, to prepare them for it. All of these program strategies can be used with both noncredit and credit vocational programs. For explanations of the components of these strategies, refer to the previous section, Language Instruction Components.

Figure 4.5 provides a visual continuum of the four basic program strategies presented in this section.

Figure 4.5 Four Basic Program Strategies

Program Strategy	Major Components
1. ESL, Mainstream Vocational Program	ESL → ESL → ESL → Vocational Training | adapted mainstream support services
2. Pre-VESL, Vocational Program, VESL Support	ESL → Pre-VESL Transitional Course(s) → Vocational Training | VESL support, adapted support services
3. ESL/Pre-VESL, Vocational Program, Concurrent VESL	ESL and/or Pre-VESL → Vocational Training | Concurrent VESL, VESL support (optional), adapted support services
4. Bilingual Vocational Training	ESL (optional) → Bilingual Vocational Training, VESL, program-specific support services
Adapted from Lopez-Valdez (1992)	

ESL Followed by a Mainstream Vocational Program

This program strategy is the most common and the simplest to implement. Colleges usually offer general grammar-based or academic ESL in three to seven levels, which LEP students must complete before entering a vocational or academic program. ESL preceding short-term programs may have a basic skills focus. In credit programs, the ESL classes at each level may also be divided by language skill area (i.e., reading, writing, listening, speaking, and grammar). This strategy is based on the premise that LEP students must attain a high level of English language skills before they can benefit from vocational (or academic) programs. LEP students in these programs use adapted mainstream academic and support services. This program strategy requires little institutional adaptation other than the development of an ESL program that assists students in

developing their English language skills to an advanced level.

Although this strategy is somewhat restrictive for LEP students' vocational aspirations if it is the only option, most lower-level LEP students do require some ESL and/or ABE before they are able to benefit from vocational programs. The preliminary ESL can be presented from a content (i.e., content-based ESL) or vocationally oriented (i.e., VESL) perspective and thus provide a more relevant context for vocational student ESL study. In whatever type of ESL class is being taught, the instructor can still use materials, examples, and exercises with a workplace or vocational focus. Figure 4.6 gives an example of a content-based ESL program.

Figure 4.6 Content-Based ESL

El Paso Community College has made some of its credit ESL courses more relevant to academic course content and vocational instruction by making the ESL classes content-based. The content-based approach teaches language not as structures in a developmental order, but in relation to how it is used and needed to study a particular content area. The content areas for the ESL classes are social sciences, math, and history. In order to obtain any A.A. degree, students must have 15 credits in general education, for which these ESL classes better prepare them. Also, the content-based approach to ESL is similar to the approach used for VESL and learning vocation-specific language.

In addition to the content of the ESL instruction, another feature that can make this approach more effective for vocational ESL students is the adaptation of instructional techniques by the vocational instructors. Without major curriculum modifications, the vocational instructors can use ESL (e.g., repeating and reinforcing key terms) and other teaching techniques (e.g., cooperative learning) that will make the course material more understandable and usable for LEP students. Techniques for adapting instruction are presented in the Staff Development section of Chapter 5. Figure 4.7 presents advantages and considerations related to using this approach.

Figure 4.7 ESL Followed by a Mainstream Vocational Program

ADVANTAGES	Simplicity of implementation; one program serves all LEP students.
CONSIDERATIONS	Vocational LEP students may have to go through semesters or even years of academically oriented ESL before entering a desired vocational program. Some will lose interest during this period and drop out, failing to see the relevance of the general ESL to their vocational interests. Also, this approach is more expensive for the college and students in the long run.

Pre-VESL Followed by a Vocational Program with VESL Support

Low-level LEP students may begin with general or survival ESL and then take a pre-vocational ESL course. The pre-VESL course is either:

- Pre-employment workplace-oriented (for short-term programs), which emphasizes job interviewing and application writing skills, American workplace culture, on-the-job communication skills, etc; or
- Cluster VESL (for degree programs), which is introductory VESL tied to a vocational area such as health professions or business occupations.

Students then enter the vocational program, which may or may not be adapted for LEP students,

but is supported by a VESL lab and tutoring center, and by adapted program-specific support services. The premise for this strategy is that LEP students cannot wait years while improving their ESL skills to enter a vocational program, and that with some preliminary VESL and on-going support, LEP students can succeed in vocational programs (For an example of this approach, see Figure 4.1).

The basic theoretical stance of this and other VESL approaches draws from the research of cognitive psychologists and the practical experience of military programs using an instructional approach based on the functional context of the vocational training to teach language and literacy skills. These researchers have shown that in acquiring a second language, students learn more readily if the content of the language instruction is related to their past experience and present needs. Using materials based on the content of the vocational instruction and the tasks to be undertaken in performing the vocational training is usually more effective for vocational LEP students than teaching general ESL. For example, if a student is studying cosmetology, the language and terminology used in relation to doing a manicure or giving a permanent wave provide the subject matter for teaching language functions, vocabulary, reading, and writing in the ESL class. This is particularly effective if coordinated with the vocational instruction so that the two curricula may reinforce one another, as with concurrent VESL.

A number of resources explain how to analyze job tasks to identify the English language and other basic skills requirements for LEP students and how to develop curriculum goals and objectives based on this analysis.

- Job task analysis systems, such as the DACUM job inventory of tasks, can be used to develop vocational curricula (Norton, 1985). The DACUM process was adopted by a number of community colleges in planning vocational programs. It uses committees of successful workers and their supervisors to document job responsibilities and tasks.

- ESL teachers conduct observations of vocational class activities in order to identify the language and literacy associated with the vocational or technical course content.

- A language and literacy task analysis can be completed by the program developer or instructional staff. A method for language and literacy task analysis is provided in the handbook, *Job Related Language Training for Limited English Proficient Employees: Handbook for Program Developers* (1991), by Thomas, et al.

Figure 4.8 presents advantages and considerations when using this pre-VESL with VESL support approach.

Figure 4.8 Pre-VESL Followed by a Vocational Program with VESL Support

ADVANTAGES	LEP students enter vocationally relevant ESL early on and usually remain highly motivated. Students will complete this program sequence more quickly than a comparable ESL and mainstream vocational program sequence, making it more cost-effective and able to serve more students. This strategy works well with LEP students from a number of different language backgrounds who are in different vocational programs. The VESL approach is an optimal choice when there are not large numbers of LEP students in any one vocational program or of any one language group, but enough in one broad vocational area to make cluster VESL feasible.
CONSIDERATIONS	This approach requires staff capable of developing pre-VESL curriculum and materials, setting up and running a VESL support center, and coordinating between the VESL instructors, center staff, and vocational instructors.

ESL/Pre-VESL Followed by a Vocational Program with Concurrent VESL

This strategy is similar to the previous VESL strategy from a theoretical perspective, and begins with ESL and/or one type of pre-VESL. It may also include VESL academic support and makes other support services available to LEP students. The key difference is the addition of an ongoing (concurrent) VESL class, which is usually taught day-to-day with the vocational classes, (one to three hours of VESL to two to five hours of vocational instruction including lab or shop). Figure 4.9 presents an example of a vocational program with concurrent VESL.

Figure 4.9 Vocational Program with Concurrent VESL

The VESL Office Training Program of the San Francisco Community College District's Chinatown/North Beach Center has concurrent VESL and some VESL integrated into the vocational classes. The program usually takes three semesters to complete. Students begin with ESL and then take four core courses: clerical keyboarding, clerical VESL, social communication, and computer skills. A fifth course, accounting, is optional.

The clerical VESL course is taught concurrently with the keyboarding course. Social communication is oriented towards the American workplace. The computer skills instructor is also an experienced VESL instructor, so she often integrates computer skills with related language instruction. Instructors work with local companies to do a needs assessment for program development. The VESL and vocational instructors meet weekly to coordinate classes. Instructors, the program counselor, and individual students meet at least once a semester to check progress and to determine support needs. The VESL instructors meet once a semester with VESL instructors of three other similar programs at other college campuses within the district.

The VESL class focuses on teaching and practicing the vocationally oriented language used in and needed for vocational instruction, but usually does not teach the vocational skills. The VESL class is vocation-specific, and the instructor is required to coordinate with the vocational instructor so that students learn the vocational language in the VESL class immediately prior to using it in the vocational class. This way, VESL vocabulary is reinforced in the vocational class. Figure 4.10 presents advantages and considerations of this approach.

Figure 4.10 ESL/Pre-VESL and a Vocational Program with Concurrent VESL

ADVANTAGES	This strategy has all the advantages of the first VESL strategy, plus the added benefit of the concurrent VESL. This component allows students to get vocation-specific language as they need it for vocational training, with the two courses complementing and reinforcing one another. This feature also allows students with lower general ESL ability to successfully participate in a vocational program. The approach is optimal when there are large numbers of LEP students in one vocational program, whether they are from the same or different native language groups.
CONSIDERATIONS	Close coordination between the VESL and vocational instructors is mandatory for this approach to be effective. Without day-to-day coordination, students will not get vocation-specific language instruction when they need it, and valuable opportunities for reinforcement during VESL classes and practice of vocation-related language during hands-on training will be missed. If the LEP students all speak the same native language, this approach does not take advantage of that language as an additional medium of instruction, i.e., does not use bilingual instruction.

Bilingual Vocational Training

The Bilingual Vocational Training (BVT) model is also designed to assist LEP students in gaining vocational skills while learning related English language skills. A major difference between BVT and the VESL models is that the students' native language is used as a language of instruction. Usually, beginning vocational courses are taught in the native language while students also take VESL courses. As students' English language proficiency improves, more instruction in the vocational classes is done in English, though the native language may still be used for explanation or clarification. By the end of the course sequence, all vocational instruction is conducted in English.

The BVT model includes support components as well and usually does not rely on mainstream support services. The basic components of the BVT model are recruitment activities aimed specifically at LEP students; intake and assessment activities and measures that are linguistically and culturally appropriate, providing information on students' vocational interests and on English and native language proficiencies; adapted vocational instruction using both English and the students' native language; VESL that focuses on the specific vocation; counseling and support services that take into account the students' language and cultural backgrounds; job development and placement that also take into account the cultural and special needs of LEP students; and coordination between the six basic components so that they support and promote one another.

Figure 4.11 presents an example of a BVT program.

Figure 4.11 Bilingual Vocational Training Program Example

At present, Houston Community College has three BVT programs: air conditioning and refrigeration, cosmetology, and electricity. Future plans will institute additional BVT programs for machine tool, welding, and major appliances.

The Air Conditioning and Refrigeration Program, for example, has three component courses of 480 hours each (class and shop time): basic, domestic, and commerical refrigeration and air conditioning. The basic course is taught in Spanish, the domestic course is taught increasingly in English, and the commerical course is taught entirely in English. There is an accompanying VESL component and a BVT counselor on site. The theory classrooms are located adjacent to the lab where hands-on work is done on real air conditioning and refrigaration units. Instructors design many of their own materials and learning activities and stress on-the-job workmanship and standards, job-related language and communication requirements, and, where appropriate, pre-preparation for the licensing exam.

Figure 4.12 presents advantages and considerations of BVT programs.

Figure 4.12 Bilingual Vocational Training

ADVANTAGES	A major advantage to the BVT model is that LEP or even non-English-speaking students can take full-fledged technical and vocational courses in their native language while they develop their related English skills. The content will transfer to English usage later, and students do not have to wait to study their chosen vocational field. The full array of culturally and LEP-sensitive support services often guarantees high student motivation and completion.
CONSIDERATIONS	Unlike the VESL strategies, BVT takes advantage of the native language, but the program must be conducted with LEP students who all speak the same native language or else must have adequate staff and materials to operate the program in more than one native language. Instructors and support staff must be fully bilingual. The full array of program-specific support services may require additional time and money to plan, implement, and coordinate, as will the BVT and VESL components.

No one program strategy, language instruction component, or even program option is always the best choice for the LEP student or the institution. Colleges must select and adapt programs to meet the specific needs and goals of particular LEP students, as well as those of the college, in relation to specific vocational training and available jobs. The aim for a college serving LEP students in vocational education is to develop and adapt programs and courses that will provide LEP students with the maximum access to, participation in, and completion of vocational programs as quickly and effectively as possible.

Resources

Chinatown Resource Development Center. *Promising Programs and Practices: Vocational Education for Limited-English Proficient Students.* San Francisco, Calif.: Chinatown Resource Development Center, 1985.

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Lopez-Valadez, J. *Succeeding with the LEP in Vocational Education: Common Concerns and Solutions.* Macom, Ill.: Illinois State Board Curriculum and Publication Clearing House, 1992.

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Chapter 5

Instructional Support

This chapter presents a variety of ways to support and adapt instruction for limited English proficient (LEP) vocational students. These include academic support services that are either specially designed for these students or campuswide services that are adapted to meet their needs. Colleges can adapt institutional instructional policies to help prepare LEP students for and ensure their success in vocational education through strategies such as native language use and reading and writing across the curriculum. Tutors and instructional aides can assist LEP students in academic support centers, in the classroom and outside of class. Also, the instructional staff, both ESL and vocational, require inservice activities and experience to develop effective techniques for working with LEP vocational students. Instructional support can take many forms and be implemented to varying degrees. It should, however, be planned in coordination with the instructional strategies discussed in Chapter 4 to make sure students are getting the support they need to succeed with a particular strategy.

Challenges

- ☐ Designing and adapting academic support programs specifically for LEP students and for vocational students
- ☐ Making instructional assumptions and developing institutional policies that are effective for LEP vocational students
- ☐ Providing appropriate training for tutors and instructional staff to sensitize them to the needs of LEP vocational students and develop effective strategies for working with those students

VESL Academic Support Centers

Academic support centers and labs have a crucial role to play for all students, especially LEP vocational students. These centers and labs allow students to:

- Remediate basic academic and language skills
- Reinforce daily instruction
- Supplement and extend competency

Academic support centers allow students to work individually or with others, at their own pace, and on their own schedules. Labs also provide a variety of learning media, such as computers and videos, that give students who may not excel in the group learning environment of the classroom another avenue for learning.

Support centers and labs are more effective when there is communication or coordination between the classroom instructors and lab staff who help students with choosing and using materials. With this coordination students can be directed to the most appropriate materials available to assist them with areas of particular need in relation to their course work.

In Chapter 4 one type of program strategy described was Pre-VESL followed by a vocational program with VESL support. The VESL support often is provided through a VESL Center. This center is usually not specific to a single vocational area, but has materials to support LEP students in all vocational programs. The support focuses on language, reading, and writing materials that are ESL-oriented or developmental and are either workplace- or vocation-specific. Other work-related materials in math, basic skills, and problem solving may also be used. As with other

academic support centers, students can use materials on their own or with guidance from staff or a tutor. These materials and media may include:

- Textbooks and workbooks
- Audio and video tapes
- Reinforcement and discussion activities
- Adapted magazines or technical documents
- Graphs, charts, and blueprints
- Instructional software

An example of a VESL support center is presented in Figure 5.1.

Figure 3.1 A VESL Support Center

El Camino College has a Technical and Occupational Programs (TOP) Learning Lab with VESL materials. The lab provides computer-assisted instruction (CAI) for students enrolled or intending to enroll in technical and occupationally oriented courses. When students arrive, they meet with a lab staff member to review materials and to decide on a program of self-paced learning. Materials primarily focus on basic skills, such as computation and algebra, ESL/VESL, or computer literacy, in preparation for vocational coursework. Materials also relate to specific vocational skills, such as operating an oscilloscope for electronics or proper charting procedures for nursing students.

For example, a sample self-paced program for a nursing student might include:

- Test Taking
  - Strategies for Success on Nursing Exams (audiotape)
  - Nurse's Guide to Successful Test Taking (text)
  - NCLEX Review (practice test and test-taking guidelines)
- Nursing Computer Programs
  - Nursing Process
  - Chart Smart
  - Computerized case histories
- Reading Software
  - Diascriptive Reading (inference lessons)
  - Speed Reader II
  - Basic Academic Skills for Employment (BASE) (reading comprehension lessons)
- Vocabulary Software
  - Medical Terminology for Health Professions
  - Diascriptive Reading (vocabulary lessons)
  - Basic Academic Skills for Employment (BASE) (vocabulary lessons)

Adapting College Academic Support Centers

Most colleges have a number of academic support centers that are either for all students or primarily for specific target groups. These centers include:

- ESL language labs
- General language labs
- Reading or writing centers
- Computer labs

- Study and basic skills centers
- Math and science centers
- Support centers for the educationally disadvantaged
- Support centers for the physically and learning disabled
- Vocational/technical centers
- International student centers
- Women's centers
- Tutoring centers
- Peer tutoring centers

Essential Components for Adapting Centers

Any or all of these centers may serve some LEP students who are enrolled in, or intend to enter, vocational programs. For these centers to adequately assist LEP vocational students, five basic components are essential:

- A full range of ESL materials
- Vocational orientation
- Culturally sensitive materials for adults
- Experienced staff
- Multiple learning styles

Materials

There must be a full array of materials at various ESL levels. Basic skills and other lower-level materials are often not designed for ESL/LEP students and take fluency in oral English, including vocabulary, sentence structure and American culture, for granted. An LEP student may have difficulty with ABE/basic skills materials, not because his/her basic skills are too low, but because he/she may not understand certain idioms used (too much red tape) or grammatical structures (If I were you, I would . . .).

Vocational Orientation

There need to be vocationally oriented materials that relate to specific vocations and to the workplace in general, that are good preparation for vocational areas of study. For example, in a math and science center, pre-vocational LEP drafting students might need instructional materials regarding the metric system, reading rulers, and geometry.

Culturally Sensitive Materials for Adults

Materials should be culturally sensitive and appropriate, not assuming knowledge of American or western culture; should deal with adult topics; and should be geared for adult learning styles. Before being included in a learning center, materials for LEP students should be reviewed by staff to ensure that they do not present stereotypes of cultural minorities or women and that they are not based exclusively on white middle-class values and situations. Also, "high school" materials

should not be used, as they are often developed as the end of a sequence of child-oriented learning materials, or address adolescent concerns.

Experienced Staff

Staff and tutors at these centers need to be competent in working with students who are not fluent in English and who are focused on vocational study rather than liberal arts. Bilingual staff can be helpful, but are not always available for students of all native languages. Staff trained in ESL can often be nearly as effective.

Multiple Learning Styles

Since many LEP students come from countries where rote learning, memorization and respect for the teachers are precepts of education, LEP students (and many of their native English-speaking peers as well) need materials that stress thinking critically, solving problems, questioning the instructor, and taking initiative for their own learning. A vocabulary list to memorize would be less valuable for an LEP student than vocabulary in the context of a vocationally oriented problem that requires the student to apply the vocabulary to find a solution.

Computer-Assisted Instruction

Computer-assisted instruction (CAI), which can be offered in computer labs or other types of support centers, holds tremendous promise for instructional support for LEP students. Due to the proliferation of computers in learning labs and support centers, many software packages and integrated multimedia materials are available to students and instructors. Most of these materials are not specifically designed for LEP vocational students, but students often find using the computer more motivating than using other materials such as workbooks. Thus, computer-based materials can be valuable as remedial and supplemental instruction.

Given the variety of available materials and the vast differences in quality and educational intent, it is imperative that the instructor (or student) consult with the instructional media specialist to direct the LEP student to the most appropriate resources at the appropriate language level, and to make (or request) any necessary adaptations.

The most commonly used types of media and CAI already available in community college learning labs include:

- Companion software developed by text book publishers
- Remedial and developmental instruction
- Other skills and "how-to" training packages
- Workplace training videos

Companion Software

A limited number of bilingual vocational computer-based learning packages are available. These packages were designed for bilingual students and will probably not require any special approach. There are also some courseware and media packages that accompany non-English language texts. Some of these packages were developed for foreign students or for markets outside the United States and may not be appropriate if certain English dialects are used (i.e., British English). These learning-lab resources can be used to supplement and support class presentations.

Basic Skills, Remedial, and Developmental Instruction

A far greater number of adult and vocational-oriented courseware packages are available in this area. These CAI packages are not necessarily designed for LEP students; however, they can be very effective if adapted for LEP students. These types of learning packages require individual introduction in order to ensure the LEP student understands the intent of the learning experience. The directions for the student and some accompanying exercises might need to be rewritten. Examples include:

- A series of software programs developed to improve verbal pronunciation skills for language impaired students can be adapted to help LEP students improve their pronunciation. Some software packages provide a moving visual schematic of jaw and tongue placement coupled with a soundtrack for the word on the screen. A mirror is placed next to the computer screen so the student can match the movements. The tape recorder can also be used to help LEP students to hear their voices compared to the soundtrack.

- Developmental reading and grammar programs that have been created for GED preparation or pre-freshmen English work well for advanced-level ESL students or for LEP students who have not developed these skills during their secondary school experience. Since most of these learning packages integrate study skills development, they are very important to LEP students without strong academic backgrounds.

- Literacy development software packages are effective for LEP students who have strong verbal English skills but lack reading and writing skills.

- Remedial math software designed to teach basic math skills can be used for developing math and problem-solving-related language for LEP students who already have a strong math background.

Other Skills and "How-To" Training

Entire libraries of science and technical videos, CAI packages, and audio tapes exist. Media proves to be a valuable learning resource for the LEP student. Discovery-oriented scientific videos serve as excellent content as well as language introduction. The vast collections of "how-to" media developed for homeowners serve as excellent VESL development resources.

- Introductory science, technical, and vocational software as well as audio-visual packages serve to develop language skill proficiency. Reviewing a more basic introduction to a technical concept will enhance the LEP student's language and technical skills, therefore making it easier to comprehend more advanced instruction on the same topic.

- A basic carpentry program can be used to introduce VESL vocabulary, to review basic safety at the work site, and also to present a step-by-step demonstration of the construction process involved. If used in an individual setting (in the lab or at home), the LEP student has the option of repeating a segment until the concept and the language is understood.

Workplace Training

Media and computer-based training are standard in the workplace. By integrating these types of learning situations the LEP students can learn the new concepts within a workplace context. Those training packages depicting conflict resolution, team building, and performance evaluation situations are especially important to the LEP student new to American culture.

- Quality control programs serve as excellent introductions to workplace conversations and employer-employee conduct expectations. The types of group problem-solving skills required in total quality management and integrated statistic process control requirements are an excellent application of workplace situations the LEP student will soon face.

- Sexual harassment, discrimination, drug use, and other workplace issues can be addressed using a media-based case study approach. Students are exposed to acceptable behavior as well as language in the workplace.

Courseware Authoring

Another area of CAI that is becoming more available from both technological and cost standpoints is courseware authoring packages. This software enables the instructor to develop interactive lessons that match the class work and create a series of problems or questions. Programming skills are not required to develop these customized lessons.

In a typical application, the student accesses the system in a special lab, calls up the lesson that matches the class work, and attempts to answer the questions. Correct answers are immediately acknowledged. Incorrect responses are prompted with additional information and encouragement to try again. After the designated iterations the correct answer is given and explained. The instructor can track the level of difficulty by student and by question in order to evaluate the class' comprehension of the material on a daily basis.

Adapting Institutional Instructional Strategies

Community colleges have most commonly responded to new student population groups by trying to fit them into existing programs and services and/or developing special programs apart from the college structure. One dean at a primarily Hispanic community college said that it is the college structures and policies themselves that must be changed and adapted to serve new student populations and not the other way around.

One example of this at Hostos Community College, which serves primarily Hispanic students, is the *bilingual instructional model* that has been adopted in most fields of study. Students can take introductory content courses in their vocational (or academic) areas in Spanish while they are working on basic skills and ESL. After a semester or two they take all courses in English.

Many of the instructional strategies discussed in Chapter 4 can be implemented as institutionwide policies. For example, San Francisco Community College District has a VESL Master Plan, outlining VESL objectives and strategies for programs on all campuses.

Another example of a collegewide instructional policy that assists LEP students in academic and vocational programs is reading and writing across the curriculum. Some colleges with large bilingual and LEP student populations have instituted this approach, which involves faculty from all disciplines. At El Paso Community College teachers are given release time and college credit to take courses in reading across the curriculum and writing across the curriculum (see Figure 5.2). The courses train instructors in how to adapt materials for LEP students and how to promote reading and writing skills for them through the learning of the respective content areas. At Hostos Community College and other schools, instructors are promoting writing skills for their LEP students through critical analysis and problem solving in content areas including math and technical fields.

Figure 5.2 Reading Across the Curriculum

At El Paso Community College the reading across the curriculum course requires faculty participants to attend weekly two-hour sessions, use strategies in their classrooms, report back to the group, do group activities, and report on the process at a faculty discipline meeting. The course objectives are to:

- Familiarize participants with the reading process
- Encourage participants to think about the impact of the reading process for learning in their content areas
- Develop an awareness of the comparable difficulty of their course materials and texts and of the factors that contribute to the complexity of these materials
- Provide reading/learning strategies that will enable participants to increase the efficiency with which students are able to read and retain content information
- Provide a forum in which participants can discuss and share problems related to reading within their content areas and find practical solutions to these problems
- Increase student achievement and retention in the content areas

Tutors and Aides

Tutors and instructional aides can be quite effective in working with LEP students in the classroom or learning lab setting. In the classroom, the tutor or aide can assist LEP students with individualized instruction or can direct small groups, which will give LEP students more opportunity to use and practice their English skills. In the learning lab context or outside the lab, tutors facilitate small groups for discussion and language practice or can work with students on a one-to-one basis, assisting them with self-paced materials or instructor's assignments.

Different types of tutors or aides are appropriate for different purposes:

- Peer tutors are useful for remediation and reinforcement of course materials and for discussion practice.
- Bilingual tutors are helpful when the LEP student needs translation or explanation of terms and concepts in the native language, or for assistance when the student is studying content in the native language.
- Professional instructional aides are useful in the classroom to work with students on a different level while the instructor works with another level group, and to assist students with special needs, advanced work, and application of course materials.

A tutor can be recruited from a number of places:

- Peer tutors from the same (or more advanced) vocational classes can be particularly helpful to work with students in the class and on homework assignments.
- Other college student peers can be organized to work with LEP students out of a learning lab or support center.

Collaboration with outside organizations can also provide motivated tutors:

- Community-based organizations in collaboration with the support center may be eager to provide bilingual tutors for students.
- Professional organizations in collaboration with the vocational or career program can provide professionals as content area tutors and as mentors for LEP students.

At Hostos Community College in the Bilingual Paralegal Program, lawyers act as mentors/tutors to LEP students in the program. In the Nursing Program at El Camino College the Bridge course sets up mentor relationships with working nurses for LEP students entering the program.

In all cases, tutors require training in the following basic areas:

- Informal strategies for assessing student levels and diagnosing language and literacy problems
- ESL and teaching techniques
- Their role as facilitators of student learning
- The content area materials to be used
- Cultural awareness and sensitivity

Figure 5.3 is an overview of what the Center of Student Support Tutorial Service at Lansing Community College does to prepare peer tutors to work with LEP Southeast Asian students.

Figure 5.3 Peer Tutor Training at Lansing Community College

Objectives of the training:

To build awareness of the specific problems that may arise while tutoring Southeast Asian students and to provide some strategies and tools for the new tutor

Tutors must:

1. view a videotape
2. read a workbook
3. attend an in-service training session

The videotape demonstrates:

- culture-based expectations
- strategies for diagnosing and working with language problems
- how to gauge the level of understanding of the subject matter
- good teaching and tutoring techniques
- appropriate study skills

The workbook provides:

- objectives
- the script
- a self-test
- charts for detailed explanations
- suggestions from tutors
- a list of resources

The in-service training will also include:

- an explanation of the cultures
- trial practice
- feedback of experienced tutors

Instructional Staff Development

Staff development is needed for all instructors. For the purposes of this section we will focus on two key groups of instructors who work with LEP vocational students: ESL instructors and vocational instructors.

ESL Instructors

Many ESL instructors have an orientation towards teaching ESL in an academic context as a sequence of grammatical structures, for example, from the simple present tense to the past perfect and conditional tenses. Some instructors have also worked with ABE/ESL students in the context of survival skills and basic ESL competencies such as asking for clarification, filling out an application, and reading a bus schedule. A few are more experienced with the workplace and have taught job-readiness ESL or some type of VESL (see Chapter 4).

Most ESL instructors are experienced in cross-cultural awareness and related classroom activities, and in techniques and strategies for working with LEP students. However, LEP vocational students may be of different language backgrounds and with different needs than those of foreign students. For example, a typical foreign student would be from a developed country, such as Japan or Greece, or from the upper classes of a developing country, and would have a high level of education, though not necessarily English skills. Foreign students usually begin in an academic ESL program in preparation for an academic college program.

LEP vocational students are more likely to be refugees and immigrants, such as rural Vietnamese and Haitians, or indigenous minorities, such as migrant farm workers, often with little formal education, lacking oral English and/or literacy skills. These LEP students need vocationally-oriented ESL, basic skills, and vocational training to get a job.

Staff development activities for ESL instructors should focus on understanding the American workplace and facilitating LEP students' adjustment to it, as well as the language and literacy needed for specific vocational areas. Activities could include:

- Reviewing how to get a job
- Familiarizing themselves with ESL workplace and VESL texts

- Visiting vocational classes to observe the functional context of language use, to be used in developing appropriate VESL materials
- Meeting and discussing concerns with vocational instructors
- Sharing teaching strategies with vocational instructors
- Analyzing vocational texts and materials for language, literacy, and vocabulary that can be taught in a more general workplace/vocational context in an ESL class
- Adapting vocational materials for use in an ESL class
- Developing an understanding of the culture of the workplace and of cross-cultural issues that may arise in the workplace context (see Chapter 2)
- Developing awareness of the cultural, educational, and social backgrounds of LEP vocational students

ESL instructors intending to teach a vocation-specific VESL course should observe work processes and interview supervisors and employees at one or more worksites where students are likely to be placed after the vocational program. These visits should include language and literacy task analyses for the development of relevant VESL courses for the targeted job/vocation.

A good resource on how to perform language and literacy task analyses and to develop LEP instructional material from the findings is presented in *Job Related Language Training for Limited English Proficient Employees: A Handbook for Program Developers* by Thomas, Grover, Cichon, Bird, and Harns (1991).

Vocational Instructors

For vocational instructors, staff development needs to include strategies for working with LEP students, and cross cultural awareness and sensitivity (see Chapter 2). Vocational instructors need to focus on some of the same areas as ESL teachers, including working with other teachers--in this case ESL teachers--and adapting vocational materials for LEP students.

Strategies and techniques that have worked well for vocational instructors include focusing on cultural and language needs such as:

- Understanding the process of second language acquisition
- Respecting and understanding students' cultural backgrounds
- Presenting and discussing the culture of the American workplace
- Arranging for bilingual assistance if necessary
- Giving LEP students the time they need to finish speaking and writing
- Allowing time for listening and checking comprehension
- Adapting teaching and presentation styles to be more comprehensible to LEP students by:
  - using gestures and visual aids
  - repeating and reinforcing key terms
  - using simple, clear speech
  - explaining new terms and idioms of the workplace

- Using adapted texts or adapting readings for appropriate ESL levels by:

  - simplifying idiomatic and culturally specific expressions
  - reducing the number of long complex sentences
  - turning procedural sections into logically ordered lists
  - explaining and highlighting key points and terms
  - omitting unnecessary details
  - adding examples and illustrations
  - including practice exercises

(Thomas, et al., 1991)

Other techniques, useful for non-LEP students as well, take advantage of other human resources and classroom management styles such as:

- Using other students as resources
- Integrating community resource persons as guest speakers
- Working in pairs and small groups, and using other cooperative learning techniques
- Individualizing instruction
- Arranging for tutors and utilizing advanced students as peer tutors
- Being prepared for a multilevel class

Other strategies and techniques often used by vocational instructors and reported as being effective with LEP students promote effective teaching in general, such as:

- Having high expectations of students
- Giving students tasks where they will succeed and build self-esteem
- Getting feedback from students and giving it to them
- Using pictures, demonstrations, and props
- Developing worksheets and vocabulary practice exercises to accompany vocational texts
- Giving students overviews, study guides, and content summaries
- Making office hours less intimidating

To effectively serve LEP student groups, community colleges need to reassess and adapt their materials, teaching strategies, and institutional policies. These adjustments should not be seen as peripheral or optional, but are central to the college's mission of serving its community.

Resources

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Chapter 6

Support Services

Successful programs for limited English proficient students at community colleges incorporate a variety of special and integrated support services. The value and necessity for support services is comprehensively demonstrated by the Bilingual Vocational Training (BVT) model and research on other successful vocational education programs for LEP students. The field research conducted for this handbook testifies to the importance of support services especially designed for LEP students.

This chapter highlights best practice examples. The discussion focuses on how institutional philosophy and structure affect support services programs and outcomes for LEP students. Illustrations encompass a variety of responses from community colleges with integrated student services for LEP students including case management, center, and mainstream administrative structures. Program development approaches include strategies for creating pilot programs and expanding or adapting current programs. Specific support services discussed include outreach and admissions, financial aid, academic advising and support, counseling services and referrals, and career exploration and job placement.

Challenges

- ☐ Understanding the needs of LEP students on your campus and in your community
- ☐ Providing effectively coordinated networks of services for LEP students
- ☐ Integrating special services needed by LEP students with the total institution
- ☐ Creating a continuum of support services that enables LEP students to enroll, matriculate, and graduate from vocational programs and begin successful careers
- ☐ Building the capacity and expertise to meet the future needs of this growing population of students

Structuring Support Services

The structure of support services involves the institution's philosophy, policies, and hierarchies, within the context of various administrative approaches. Special requirements for LEP students' success at college warrant careful attention to promoting students' capacity for self-reliance and self-directed learning.

The community college as a system of education is in a continuing state of evolution. Institutional changes in response to new challenges is in evidence on virtually every campus. Typical community college approaches to meeting the needs of LEP students encompass:

- Adapting services
- Initiating pilot programs
- Responding to critical needs and emergencies

The administrative structures commonly used to deliver student support services include case management, special centers, and mainstream services. The most important feature is an education program coupled with a service delivery system that works for the LEP students on your campus.

Philosophy

An institution's philosophy for student support services defines its relationship with students. The specific choice of response to LEP student populations portrays an interesting continuum of student/institution relationships. Figure 6.1 represents a variety of statements from community colleges. The continuum starts with all responsibility falling entirely on the student. Further examples offer the guidance of the college as family and extend the role of the college as community activist. The final statement promotes a system for failsafe learning where students complete a sequence of competencies and skills at their own pace. Despite these differences, all of these programs are successfully serving LEP students.

Figure 6.1 A Continuum of Philosophy Statements
The college with a totally open-door approach asserts, "The student has the right to succeed or fail."
The college that offers a comprehensive centralized network of student support services affirms that "students are students whether they have special needs or not."
The college with a comprehensive developmental counseling approach for new students requires that "students deciding not to follow the program as advised must sign a statement for their student record acknowledging their independent action."
The college with a family approach expects to be able to provide "a person, a place, and a program" for each LEP student.
The college's role as citizen is expressed by an active commitment to "the college as a refuge" from serious life threatening social issues and where students become empowered to be the change agents of their neighborhoods.
The college that offers extensive case management, coupled with a self-paced individualized program of study, requires that the student master each step from basic skills through job readiness to achieving self-sufficiency. They claim that "a student can drop out but can't fail!"

The overriding philosophy of an institution greatly influences that organization's priorities. Many factors contribute to this dynamic. In particular, LEP student population demographics and the college's financial resources will tend to shape the college's philosophy toward LEP students.

Recent state-mandated funding cutbacks have forced many community colleges to choose between conflicting program priorities. This process forces colleges to reevaluate and restructure their approaches to programs as well as services. At many institutions this process opens windows of opportunity for stronger coordination within the college and new collaborations with outside agencies, especially social services and community-based organizations.

The Evolution of Support Services

Several trends in the development of student support services at community colleges benefit the LEP student. The process within most college structures tends to be a gradual evolution responding to the educational needs of the local community. Lately, greater awareness of diversity issues has contributed to a deeper understanding of and sensitivity to student service needs. This section provides examples for the following discernable patterns of student support services program evolution:

- Adapted services
- Pilot projects and specialized centers

- Emergency response to critical needs

Adapting Existing Services

Most adapted support service strategies can be implemented at the department or division level. Formal restructuring and budget reallocations are seldom needed. Service adaptations tend to evolve gradually, a process that allows initial success to promote future success. The most common model involves the individual service areas adapting current services to meet the needs of the changing demographics of the community college's students. For example, initial efforts might include:

- Bilingual staff joining outreach and open house efforts
- Counselors participating in cross-cultural awareness seminars
- Minority business and community leaders serving on advisory groups or program planning committees

Efforts within a single office or department need to first identify existing staff resources. A quick survey during a staff meeting will identify:

- Language skills (not necessarily fully bilingual)
- International travel experience
- Multicultural awareness
- First- and second-generation Americans

An open forum within a department tends to resolve current challenges while building the awareness of the entire department. Then a task force of concerned and committed individuals can begin to identify specific needs and responses. Potentially this group will also seek out the necessary support and resources to improve the situations they identify.

At the divisional level, coordination and continuity become the primary agenda. Divisional policy, especially the interdepartment referral process, often needs to be clarified for both staff and students. A dean of student services stresses, "we need to share our success stories in order to inform our peers about what is possible at our own institution."

Many colleges, when they take a complete inventory of available support services at their campus, find that they have all the necessary pieces. LEP students, however, often need new combinations of support delivery. Actions taken to adapt support services can include:

- Translating a short orientation guide that includes major college policies and departments with names and phone numbers of bilingual staff contacts
- Offering bilingual orientation sessions where staff and students can meet informally
- Scheduling special office hours and/or call-in times when bilingual staff or translators are available
- Designating and providing training for staff members to serve as LEP specialists

Several related academic trends, notably early academic alert systems coupled with assessment, counseling, and individualized instructional labs, can decidedly benefit LEP students. Another trend that benefits LEP students is a growing awareness of diversity issues. The move toward intake assessment prompts LEP students to also address remediation of basic skills in

addition to English proficiency, before attempting the mainstream curriculum. The growing national awareness of literacy issues also serves to sensitize the college community to LEP students' needs. Finally, the tremendous proliferation of instructional support through tutoring and individualized computer-assisted instruction (CAI) labs also creates a valuable avenue of success for LEP students (see Chapter 5).

Pilot Program Initiatives

Another alternative involves starting new support services as a pilot project or special center or office. Although external funds are often sought for initiating these projects, many efforts stem from individual staff/faculty commitments. Examples include specialized counseling and support centers, as well as instructional approaches. Examples of instructional pilots include Figure 3.7 and Figure 5.1.

Typically during the initial pilot phase the college selects and carefully tracks a small group of students who receive special attention and/or support. The results of the pilot can be used to substantiate the needs and benefits for a major program effort or grant application. Where colleges have been able to attract major program funding, they generally also face the challenge of eventually mainstreaming a grant-funded support service into the existing service menu at the college. Several program examples are highlighted later in this chapter's final section, Services Offered, and in Figures 9.1, 9.2, 9.3, and 9.4.

Emergency Response to Critical Needs and Emerging Issues

Despite the best intentioned plans, emergency situations often force an issue and require immediate action. Changing global events and political unrest cause major shifts in refugee and immigration patterns. Changing legislation often produces unintended side effects. Current events, natural disasters, local plant closings, and mandated budget cuts all present difficulties for students. Where these conditions threaten the educational process the college will need to respond. Examples include:

- The college arranges a carpool system for students affected by a reduction in mass transit hours of operation.
- A change in East-West relations results in a major influx of relatives for LEP students. The college organizes a bilingual volunteer hotline for helping families find housing, needed services, and locally available survival ESL training.
- A violent attack on one student prompts the college to create a campus crime task force that involves local law enforcement and the neighborhood crime watch.
- Media coverage of Supreme Court confirmation hearings heightens awareness of sexual harassment and floods the women's center with calls from students. The center begins to offer a series of discussion groups focusing on sexual harassment.

After the crisis subsides, the college often finds it now has framework for a new capacity for service delivery. In many cases the "crisis" is really a widespread, ongoing need and the emergency service warrants continuation. In other cases the collaborative bond formed with a community agency during a crisis continues to expand and becomes a new service model that is integrated with mainstream services. Another positive result can be that media coverage highlights the college's role and thus attracts support for future initiatives. Careful reflection and evaluation often offers new perspectives on the college's future support service offerings.

Institutional philosophies and policies are not static. Adapted service delivery efforts lead to increased capacity. Where this is not possible, new services can be initiated on a limited pilot basis. A successful pilot program promoting LEP student access in one vocational area leads to acceptance in other vocational areas. Grant funding is secured for major program modifications

in a related cluster of vocational areas. Later, the curriculum, materials development, and staff workshops create a strong foundation for institutional support for the new vocational programs for LEP students. The resolution of a crisis situation opens community doors to future collaborations, partnerships, and funding resources.

Administrative Structures

The structure of support services networks for LEP students generally involves three approaches: case management, special centers, and a mainstream approach. Community colleges use a different mixture of these approaches for different programs and in response to differing levels of students' needs. Colleges with fragmented structures must depend on case managers and/or faculty referrals in combination with the students' self-directed efforts to create the support service network. Many colleges develop centers that cluster specialized support for LEP students. Philosophy, funding availability, and LEP student demographics all contribute to the institution's choice of approach.

Case Management

Colleges using the case management approach generally assign each student to a case manager who addresses all of that student's support issues. The range of available services varies among institutions. Although colleges will attempt to provide all that is needed to assure LEP students' success, most colleges also rely on referrals to and collaborations with local school systems, social service agencies, and community-based organizations. An overview of case management appears in Figure 6.2.

Figure 6.2 Case Management for LEP Student Support Services

ADVANTAGES	LEP students form a close relationship with a single staff member who is familiar with the student's full history at the college. The students' progress is monitored, thus assuring that objectives are being met and any obstacles are overcome.
CONSIDERATIONS	Given the range of their responsibilities, case managers can easily become overwhelmed at peak periods, such as registration cycles, financial aid deadlines, and end-of-program placement. Mixed or staggered caseloads will somewhat alleviate this problem. LEP students might become so dependent on the case manager that they fail to develop the skills necessary to act independently.

Some intensive case management programs also track eligibility for Department of Health and Human Services benefits. More sophisticated programs, using integrated computerized database files, track referrals as well as outcomes for all campus-based services. Virtually all case management systems utilize an individual education plan or a similarly named approach. Educational record, family situations, and financial resources are included. Figure 6.3 lists categories of information that often appear in LEP students' individual education plan.

The list in Figure 6.3 is far from comprehensive and is only intended to offer a starting point. Individual LEP students' circumstances dictate the contents of their individual education plans. College policies and vocational program requirements will customize each case manager's approach. The key features inform the student, faculty, and staff of progress made toward meeting educational and personal goals. The background information helps the case manager anticipate potential barriers as well as available resources.

Figure 6.3 Contents of Individual Education Plans

BACKGROUND
- Educational history
- Employment history
- Residency status
- Citizenship

SHELTER/TRANSPORTATION
- Housing situation
- Access to transportation

FAMILY BACKGROUND
- Obligations/Support
- Other enrolled family members
- Child/elder care requirements

FINANCIAL CONDITION
- Financial aid
- Current employment
- HHS eligibility
- HHS benefits

COLLEGE RECORDS
- Assessment results
- Placement record
- Career interests

MEDICAL
- Insurance status
- Medical history
  Mental health

SPECIAL NEEDS
- Mobility services
- Visual/Hearing impairments

STUDENT PROGRESS
- Short-term goals
- Long-term goals
- Weekly progress checks
- Monthly progress checks

Figure 6.4 Profile of Case Manager Responsibilities

Manage caseload of 40 to 60 LEP students

Identify and recruit LEP students for targeted vocational programs

Establish and monitor individual educational development plans

Conduct formal monthly conferences with LEP students and key faculty to review targets in students' educational development plans

Establish liaisons with schools, social service agencies, and community-based organizations

Interpret standard and alternative assessments, introduce aptitude and career-orientation instruments, and counsel LEP students based on the results

Anticipate special needs and resolve emergency issues (childcare, medical problems, legal problems, housing, financial difficulties, etc.)

Collaborate with faculty and staff to monitor LEP students' progress and make arrangements for tutors and other support services

Continue informal academic and personal counseling throughout the program

Promote retention efforts throughout the program

Promote job readiness, especially by introducing the LEP student to the American workplace

Conduct job-development, interview-coaching, and placement activities

Transition support services to ensure self-sufficiency once the student is employed

Monitor employed students and evaluate program outcomes

Attend advisory group, committee, and staff meetings as an advocate of LEP student concerns

The general range of case manager responsibilities is listed in Figure 6.4. The specific role of a case manager will, however, vary among institutions and different LEP program types and levels.

At some institutions students maintain a relationship with the same person throughout their association with the college or program. This type of case management is particularly important to "at-risk" students. Other colleges assign a case manager to work with a program cycle or cohort. Case management is essential to short-term, employment-focused programs where job placement is the primary goal.

Larger institutions may have specialized case managers who may provide specialized support to a target group or focus on critical junctures, such as during initial remediation or between program phases. Specialized job developers, who work with students in the final stages of their training program, manage their job placement process, and monitor students until they adjust to their first job, are another example of a specialized case management approach.

Specialized case management services also might include programs for Native Americans, refugees and immigrants, Department of Health and Human Services/JOBS participants, and single parents. Colleges also employ bilingual and/or bicultural case managers to serve dominant native language groups. For example, at Northern New Mexico Community College the American Indian Affairs office offers Native American students counseling, advising, and academic support. The office is also actively involved with the Eight Northern Pueblos Council through a collaborative effort, the Northern Pueblo Institute.

Virtually all community college programs expect faculty to serve in an educational advising role: some institutions also expect their faculty to act as case managers, especially for recruitment and job placement activities.

Special Centers

With the center or umbrella approach, support services are provided at a centralized facility and the total support services program is managed as an integrated system. The center approach is not mutually exclusive of either mainstream services or case management. Although physical proximity enhances coordination between offices, it will not substitute for a structured team dedicated to student success. Figure 6.5 provides an overview of the center approach.

Figure 6.5 Centers for Support Services

ADVANTAGES	All services are centrally located, thus easing the referral process
CONSIDERATIONS	Staff, especially those responsible for reception and appointment functions, must be very sensitive to cross-cultural issues, especially where LEP students prefer to continue a relationship with the first staff member they meet and trust. Coordination within the center is especially important to assure appropriate referrals. Center staff need to encourage LEP students to venture beyond the center and become involved with students and activities outside the center as well.

In addition to formal administrative integration, special cross-training for faculty and staff is essential to creating a strong referral network for LEP student support services. The center in Figure 6.6 combines case management with an integrated support center located within a single building. All student services professional staff report to the same dean. Regular staff meetings serve as the center's "solution-finding" sessions. Cross-training assures that the separate offices fully understand the functions of other offices, make appropriate referrals, and pitch in during peak load periods.

LEP students are initially served by the Limited English Proficiency Program where they are assigned a case manager. After three terms of intensive English, they enroll in the vocational program. Students continue to use the center's resources for TIP, tutorial services, and handicapped support services. Financial aid and admissions offices are also located within the

same building. Since these students have already become comfortable with the center and are familiar with the staff and program locations, the transition to the mainstream vocational program is relatively easy.

Centers create a valuable resource for the LEP student that goes far beyond the services available. An active center promotes peer interactions. Centers naturally foster future volunteers from upper-level students and graduates. This informal network of peers is essential to the LEP student's confidence and success.

Figure 6.6 Profile of an Integrated Student Support Center

The Center for Student Support at Lansing Community College, Michigan, combines the following service and program offices:

Limited English Proficiency Program	Offers intensive vocational and technical English training coupled with refugee and immigrant counseling for cultural adaptation and career opportunity awareness, financial aid and registration assistance, and ongoing support during the college program.
Instructional Resources and Tutorial Services	Promotes "sharing learning" in individual scheduled tutorials, drop-in tutoring, and tutor-led study groups. Bilingual tutors are available for dominant language groups.
Disadvantaged/Tuition Incentive Program	Targets academically and economically disadvantaged students with personal, career, and financial counseling as well as academic monitoring and advising.
Handicapped Support Services	Enables students to fully participate in the college environment through academic and support counseling; readers, audio tapes, and braille materials; American sign language interpreters; and special adaptive equipment and learning stations.

Mainstream Approach

With a mainstream support services approach, LEP students are expected to use the college-wide system and to seek out appropriate offices for their specific needs. College staff will be expected to adapt to the diverse needs of LEP students. Likewise, LEP students must assert themselves in order to be seen and heard. Figure 6.7 summarizes the implications of this approach.

Figure 6.7 Mainstream Support Services Model

ADVANTAGES	LEP students come in contact with a larger group of college staff and become integrated into the mainstream of college life.
CONSIDERATIONS	Many students initially require bilingual help from a variety of different departments. College staff need to be acutely aware of cross-cultural issues and adept at communicating with LEP students. LEP students sometimes "fall through the cracks" during the referral process or get frustrated to the point that they do not even try to use available services. Orientation and interim invitations and information is essential.

Many colleges provide an initial period of individualized assistance for LEP students. Colleges also rely heavily on special LEP student orientations to familiarize the student with the menu of available support services. Some colleges find it necessary to offer specially trained and/or bilingual staff in selected offices, especially financial aid.

Selecting Administrative Structures

In practice, community colleges use all three types of administrative structures: case management, special centers, and mainstream services. More often than not a hybrid of structures is found. For example:

- An ESL instructor develops a common educational plan outline for an entering group of students and then coordinates with the counseling center to ensure the LEP students make appointments to individualize their final education plans.
- Students identified as "at-risk" by the academic alert process are assigned a temporary case manager until academic standing improves.
- A center will train peer advisors as surrogate case managers.
- A computer tracking system for students' individual education plans prints and mails reminders to students, staff, and faculty at key event points to ensure goals are on target and critical application deadlines are met.

All of these combinations have been proved successful at community colleges serving LEP students. Program developers, grant writers, and administrators must be aware of the college's and the students' obligations when selecting or designing a support system for LEP students. Figure 6.8 lists some of these obligations for each of the three typical administrative structures.

Figure 6.8 A Comparison of Student Roles and College Obligations with Different Administrative Structures

Administrative Structure	Student Roles	College Obligations
CASE MANAGEMENT	• Interacting with case managers, faculty, and staff • Meeting or negotiating individual educational plan goals • Gradually becoming self-managing and independent	• Hiring sufficient case managers to adequately serve LEP students • Maintaining services required by LEP students • Expanding referral and collaboration with community-based organizations
SPECIAL CENTERS	• Participating in activities • Peer networking • Informal outreach	• Creating a visible presence • Welcoming students • Promoting cultural understanding within the center and throughout the campus • Integrating services within the center and with mainstream services
MAINSTREAM	• Articulating needs • Seeking appropriate sources • Following through on referrals	• Adapting service delivery for LEP students • Developing cross-cultural sensitivity • Proactively reaching out to LEP students • Creating a cohesive system to meet the needs of LEP students

Services Offered

A rich mixture of philosophies and structures can be seen throughout the support service network as well as in the vocational programs at community colleges. Colleges serving LEP students generally need to address all of the following basic components: outreach and admissions, financial aid, academic advising and support, counseling services and referrals, and career counseling and job placement.

Outreach and Admissions

Outreach and recruiting require communicating the availability of the college's programs and services to LEP populations, agencies, community-based organizations, and in some cases, employers and other educational institutions. Colleges have evolved successful combinations of advertising, open house events, and direct contact with other programs to reach LEP students. Figure 6.9 suggests different strategies for specific LEP target groups. Use of native language(s) is generally limited to areas where large or dominant groups exist and to the availability of bilingual staff. Word of mouth is often cited by colleges as a major method of recruitment (even reaching as far as Hong Kong for one California college's program). Where bilingual support is not available, students are encouraged to bring a friend to registration and orientation.

Figure 6.9 Outreach Approaches for Several Target Groups

Target Groups	Outreach Strategies
Recent refugees and immigrants	Outreach to support groups with ethnic associations and religious groups Information at immigration center Information at social services Video about college's LEP programs
LEP persons served by social service agencies and community-based organizations	Outreach to counselor and case workers Information packages to agency offices Inserts with HHS checks Invitations to special open house Video about college's LEP programs Invitations to social workers for special open house
Local LEP populations	Radio or television public service announcements Newspaper special interest sections Inserts for non-English newsletters Notices at ethnic social clubs Posters in local retail establishments Bilingual inserts in utility bills
Locally employed LEP populations	Outreach meetings with owners/managers/union Flyers displayed at personnel office Flyers for distribution with paychecks Orientation session at the workplace Invitation to special open house at college
LEP populations attending other educational programs	Outreach visits near completion dates Open house invitation to current students Flyers for in-class distribution Congratulations letter sent with open house invitation
Other family members of currently or recently enrolled LEP students	Family day/night each term, inviting students to bring a friend/family member to class Informal meeting/social with faculty and staff

Probably the most effective spokespersons are a program's alumni. Figure 6.10 provides an example of a videotape featuring ESL graduates engaged in vocational programs. This media segment is integrated with tours of the vocational programs and talks by recently employed alumni and current vocational students.

Figure 6.10 Profile of the Video "After ESL--What's Next?"

This video was developed in both Spanish and English to introduce ABE/ESL students to vocational program opportunities at San Diego Community College District.

Synopsis:
This 20-minute video introduces students to vocational educational opportunities at the college. The purpose of this lesson sequence is to stimulate interest and to acquaint LEP students with accessing the Continuing Education system. The video highlights instructors, counselors, and students who are enrolled in various vocational programs.

Competency Objectives:
1. Students will be able to list and describe various educational and vocational program components that are available through Continuing Education beyond ABE and ESL courses.
2. Students will be able to schedule an appointment with a site counselor.
3. Students will be able to explore vocational training options during an interview with a counselor.

Lesson Sequence:
Instructor introduces the lesson by asking students to identify their own life goals and by highlighting the goals that relate to education and work. Students view and discuss the video.

A week later, students view the video again. This time a counselor is present and distributes vocational program information. Students address their general questions with the counselor in class. The counselor also discusses office location, schedule, and how to make an appointment.

Several weeks later, the instructor creates a feedback chart with the class. The feedback chart summarizes which students made appointments, programs of interest, and areas where more information is needed.

Financial Aid

Communicating the availability of financial aid programs while taking into consideration the special requirements of serving LEP students presents a challenge for all institutions. Many colleges encourage students to apply for and receive available federal and state financial aid. In general this package approach is sufficient to enable the student to enter and complete the program. Two areas, however, tend to present difficulty: when students fail to qualify due to ability-to-benefit testing, and when the student enrolled after financial aid deadlines or after funds were all committed. Establishing in-state residency presents temporary difficulties in some states.

Translations of forms and policy statements and the use of native languages help some students through this process, but given the complexity of financial aid applications, additional assistance is often required. Bilingual staff are still the best solution. Language support can also be accomplished through bilingual friends and advanced student volunteers or peer advisors.

Some institutions also provide special scholarships and other grants. These funds are limited in scope and generally reserved for extreme hardship or emergency use only. Some of these special grants may be reserved for students who just missed the ability-to-benefit cutoff score and who are enrolled in intensive remediation courses. The college may also administer a revolving emergency fund for short-term loans. Colleges as well as individual LEP students are often successful in seeking out special grants and scholarship aid from:

- Employers
- Labor organizations

- Local foundations
- Government and social service agencies
- Professional associations
- Service clubs
- Social clubs

In order to serve the needs of LEP students beyond the traditional scope of the financial aid package, colleges refer to and inform students about resources outside the institution, including:

- Food stamps or community food banks
- Childcare cooperatives or vouchers
- Emergency medical services
- Transportation vouchers and carpool information
- Emergency shelters and other locally available housing

Some colleges offer special programs that package financial aid with counseling as well as academic support. Key features of a program which serves "first generation in college" students who are registered for at least 12 credits and whose family's financial resources fall within federal poverty guidelines are outlined in Figure 6.11.

Figure 6.11 Profile of a First Generation in College Program

Financial Aid	The students must apply for Pell grants. College funds provide for books, activities fees, etc.
Counseling Support	The student meets a counselor twice each semester to resolve any family, social, or medical issues.
Academic Support	Mandatory introductory course taught by counseling staff emphasizes study and library skills, problem solving, and career development. Class attendance is monitored. Weekly tutorial sessions are scheduled for each academic subject.

Academic Advising and Support

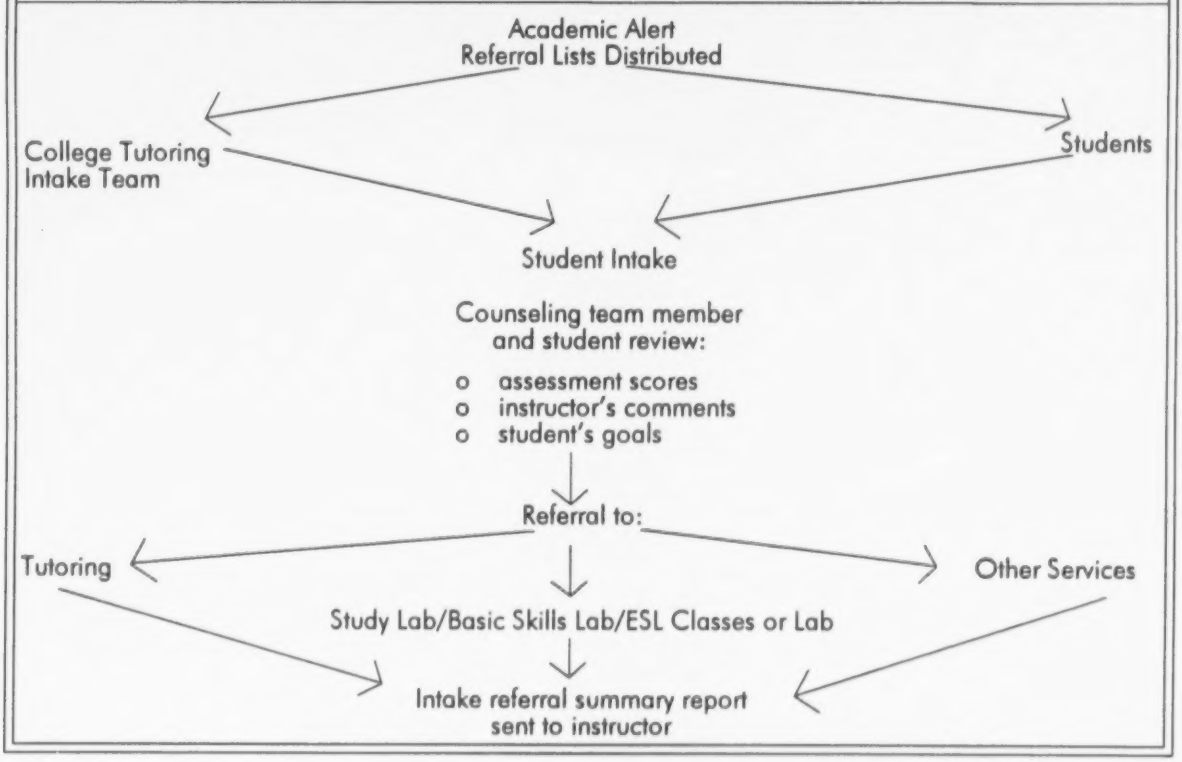
At most colleges the LEP student track is a prescribed sequence of courses running in parallel with the regular college program. Advising plays an important role for the LEP student during the matriculation process. An individual education plan can be an important aid as well. Although academic advising is primarily a faculty role, some colleges use special LEP advisors.

Direct tutorials tied to the LEP student's program of study are considered to be instructional support and are discussed in detail in Chapter 5. Mobility assistance, learning disability assessment and coaching, and services for sight- or hearing-impaired students can be adapted for LEP students as well. In addition, LEP students are more likely to approach a faculty member for advice or seek out a special learning lab for LEP student services than go to a generic center for all students.

In some cases a collegewide program will also serve LEP students. For example, the primary goal of the Early Alert System at the Community College of Denver in Colorado as described in

Figure 6.12 is connecting students to services. The intent is to assure that students in need or potentially in need connect with the appropriate support service during the first month of the semester rather than waiting until a formal midterm assessment is available. Although this is a collegewide program, LEP students obviously benefit.

Figure 6.12 Profile of an Early Academic Alert System



Colleges with large bilingual programs often offer core requirements and beginning-level courses in LEP students' native language. Central to this program model is a gradual transition from dependence on the students' native language to total English proficiency. The example in Figure 6.13, from a handbook for faculty advisors at Hostos Community College in New York, illustrates the advising guidelines associated with this program model. These guidelines allow individual faculty advisors to appropriately advise students along established curricular guidelines.

Figure 6.13 Guidelines for Advising LEP Students

If the student is enrolling in...	*Then...*
Basic ESL I	Content courses should all be in Spanish
Basic ESL II	At least one content course should be in English
Intermediate ESL	Two content courses should be in English
Advanced ESL	Two or more content courses should be in English
Basic Composition	All content courses should be in English

Counseling Services and Referrals

It is essential that college counselors who serve LEP students acknowledge cultural predispositions toward or against asking for help. Staff development sessions on multicultural communication will help achieve the sensitivity needed to reach specific LEP groups. Students can be expected to be reticent or too embarrassed to openly discuss family, personal, or financial matters with a stranger. Counseling staff will probably need to explain their role. Putting the student at ease will also take longer than average.

Colleges need to assess their own special areas of concern and carefully preempt at-risk situations. Responses could include special centers for women or a specific ethic group. At many institutions the emphasis on counseling services is designed to address local concerns. For example, suicide prevention was a particular concern in remote rural areas and domestic violence emerged as a major issue in a major metropolitan area. Where direct services are not available, colleges need to make concerted efforts to refer students to appropriate community resources (refer to Chapter 8 for more examples).

As with academic advising and support, colleges also use an early-alert referral approach for counseling issues. Figure 6.14, abstracted from a Northern New Mexico Community College form, which is part of a referral system that requires faculty to identify symptoms, but not to attempt diagnosis. The form associated with this program is designed to be used on an as-needed basis. Forms are forwarded to the Advisement Center, where the student's record is reviewed by the advisement coordinator prior to referral to the specialized responsible counselor.

Figure 6.14 Early Alert for Counseling and Support Services

_____ Was doing well but there has been a sudden change
_____ Repeated spelling errors (reverses letters, writes phonetically, etc.)
_____ Knows material yet tests poorly
_____ Apparent inability to understand/repeat/write what they hear
_____ Has or may have health needs
_____ Has or may have alcohol or drug problems
_____ Seems to have personal problems or to be in crisis
_____ Appears troubled or depressed
_____ Exhibits more than appropriate anger
_____ Reflects more than usual stress

Centers for Women Students

Women at many campuses have the benefit of specialized centers for support and counseling. Some of these centers are associated with welfare or related Department of Health and Human Services programs. Other college centers focus on gender equity issues and promote nontraditional career success through various vocational programs. Several of these centers for women take on a comprehensive approach and offer a full menu of counseling and support services. Counseling covers personal, vocational, and academic issues. The list of seminars, courses, and support groups may include:

- Survival skills for single parents
- Addictive personalities
- Adult children of alcoholics
- Dealing with divorce/widowhood
- Stress management and burnout

- Career planning
- Entrepreneurship
- Selecting childcare
- Health and nutrition

Figure 6.15 highlights a specialized center for women at Hostos Community College. The program illustrates the strength of individual initiative and institutional commitment to LEP students. The center serves a student population in which 75 percent are female, 41 percent are first-generation immigrants, and more than 50 percent fall below the national poverty line.

Figure 6.15 Profile of a Women's and Immigrants' Rights Center

The Hostos Women's and Immigrants' Rights Center (HWIRC) was created in 1988 utilizing volunteer attorneys, faculty advisors, and student peer advisors. Services offered include:

Family Law Counseling	Domestic violence, custody, divorce, protective orders, visitation rights
Social Services	Advocacy with government agencies, accompanying women to family court, self-esteem groups
Community Seminars	Domestic violence, legal issues, housing
Immigration Law Counseling	Relative petitions, naturalization, referrals, amnesty
Student Seminars	Academic skills, tutoring, survival skills, stress management, AIDS, welfare rights, rights of public school parents.

Career Counseling and Job Placement

Awakening educational opportunity and career awareness, along with matching the natural abilities, skills, and aspirations of LEP students with an educational and career plan, presents a challenge at all colleges. In the case of recent immigrants, the college must also introduce the student to the American workplace. For longer-term residents or American-born LEP students, the college attempts to build skills and language proficiency while erasing memories of negative educational experiences. Cultural views of education also affect a student's aspirations. Women often must overcome family disapproval, especially in nontraditional careers.

Typically, vocational programs target areas of high employability and focus on current labor needs and entry-level requirements. Employment skills are generally integrated throughout the program with an intensive focus on job placement as the students near completion of their program. Figure 6.16 illustrates the types of employability skills often stressed as an integrated curriculum component. This is an example from a VESL/VABE (Vocational Adult Basic Education) program at San Diego Community College District, a GAIN (welfare to work) Department of Health and Human Services-funded contract program initiative.

Figure 6.16 A Work Maturity Checklist

Office Skills Program participants are expected to comply with the following performance standards. Students are evaluated each week. Forty individual behaviors are classified under the following categories:

1. Demonstrate punctuality
2. Maintain regular attendance
3. Exhibit good interpersonal relations
4. Demonstrate positive attitudes and behaviors
5. Present appropriate appearance
6. Complete tasks effectively

Previous work and educational experience need to be highlighted as positive points on the LEP student's resume. In order to focus students on career opportunities that relate to attainable educational goals, community college counselors use a variety of approaches and tools. Figure 6.17 shows part of a matrix for job skill analysis from an internal publication developed by the Employment Placement Services at Lansing Community College, Michigan. Students learn how to identify "personal match" competencies that relate the stated "skill" requirements for a specific job. This method is also an excellent self-esteem builder when LEP students realize that all their skills and experiences are valuable and can be included in a resume or letter of application.

Figure 6.17 Job Skill Analysis Matrix

SKILL use hand tools	SKILL layout instructions	SKILL interpersonal skills
Course work in safety class covered proper use of power tools (grade A)	Blueprint course (grade B+)	Worked as part of a 5-person team to renovate an apartment for a recently arrived immigrant family
3 years direct experience in native country with basic repair and maintenance of buildings	Good math skills, 3 years high school and 2 years in college	Volunteer peer tutor for students needing bilingual help with college applications

Although many LEP students are aware of their career goals, other students will need focused guidance in order to find direction. While advising students, case managers and counselors attempt to balance skills, aspirations, opportunities, and reality. Most LEP students cannot afford the luxury of extended periods of study and need to provide for families--often extended families--as soon as possible. The role of the case manager or advisor involves finding the balance between the student's available time frame for education, financial resources, and earning requirements.

Career Development

Career interest assessments are often valuable to LEP students but will require a counselor to explain unfamiliar terms and occupations. When using such an instrument, the student reacts to a series of statements regarding various work activities. These responses are interpreted to reveal career cluster preferences and related educational preparation requirements. Chapter 7 includes a list of career assessment and preference instruments.

Many colleges are also using interactive computer-based systems to help students explore career directions. These systems combine self-assessment with local economic projections. Typically the student will respond to the sequence of computer-generated questions and later make an appointment with a counselor to interpret results.

Workplace visits, work tryouts, and internships are particularly valuable to LEP students. These experiences challenge LEP students to test their language skills in a work setting, and potentially to identify areas for improvement that were not as evident in the classroom setting. Future employers also have the opportunity to evaluate the quality of future employees and strengthen the relationship between the employer and the college.

Job placement and workplace readiness need to be interwoven throughout the vocational program. Workplace language, attitudes, and behaviors should be stressed in the classroom environment. The practicalities of resumes, letters, and interviews should be rehearsed early in the program and continued until the students develop confidence and competence with the interview process. Related career and job awareness activities include:

- Industry speakers
- Work-site visits
- Directed interviews with alumni
- Shadowing volunteer mentor

The transition from classroom to the workplace is often very stressful. LEP students especially need to develop the confidence to make this transition successfully.

Support Services Continuum

The continuing success of all LEP vocational programs is dependent on the support service network: enrollment is very sensitive to its continuous presence and outreach. Where lapses in certain services occur during funding and/or administrative transitions, the students may drop out.

LEP students require different services depending on where they are in the process of their education. The matrix in Figure 6.18 provides an overview of critically needed levels of support services at various stages of college life. There is no one perfect approach. Each college's situation is unique and each college must tailor its response to the student and the situation. The clear conclusion is that support services are an essential facet of a successful vocational program for LEP students.

Figure 6.18 Support Service Requirements at Different Stages

	Entering the College Program	Early in the Program	Later in the Program	Exiting the Program
Outreach and Admissions	Active recruiting Coordinating events Biligual response to student inquiry Process applications	Welcome students Introduce key college staff Peer/family recruitment	Explain more advanced opportunities Involve students as tutors/ mentors	Involve LEP alumni Involve LEP student employers
Financial Aid	Explain availability of funds Test for ability-to-benefit Review residency requirements Stress application deadlines Coordinate resources	Announce any changes Next application deadline Coordinate resources	Explain transitions Plan for completion and exit	Coordinate resource transitions (insurance, childcare, etc.)
Academic Advising and Support	Evaluate assessment Establish individual educational plans Initiate tutorial support	Evaluate placement Adjust individual educational plans Monitor tutorial support	Plan for completion or transfer Augment elective choices Refine critical skills Review educational plan	Maintain an open door for future educational dvancement
Counseling Services and Referrals	Assess background Initiate available college-based services	Monitor early attendance Evaluate college-based services and referrals Develop the relationship Expand the peer/mentor network	Foster success Manage stress Begin transition away from campus-based support Encourage self-reliance	Monitor transition services Congratulate the achievement
Career Counseling and Job Placement	Introduce workplace expectations Initiate career assessment Establish goals Evaluate match of goals, abilities, and local economy	Continue caree exploration Adjust goals and plans Initiate contact with related employers	Develop employability skills Active involvement with potential employers Initiate alumni mentors	Encourage LEP alumni to mentor current students Evaluate graduates

Resources

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Chapter 7

Assessment and Evaluation

This chapter will discuss the selection and use of standardized tests to assess limited English proficient students' basic skills, English proficiency, progress, and ability to benefit from college study. It will also provide information on the essentials of program evaluation.

Challenges

Useful evaluations take time, but their results are important tools for program improvement and for ensuring the continuation of a valuable program. Challenges presented in relation to program evaluation and LEP student assessment include:

- ☐ Selecting appropriate standardized tests for LEP students, as tests may be designed for a different population, may not match the curriculum, or may be culturally biased
- ☐ Ensuring that ability-to-benefit tests do not unfairly exclude LEP students from participation in community college programs by excluding them from financial aid
- ☐ Paying special attention to the reading level, language, and cultural content of any vocational assessment instruments used with LEP students
- ☐ Ensuring that program evaluation provides useful information that addresses the concerns of program staff and documents program strengths as well as weaknesses

Program evaluation and student assessment must be planned in relation to their purposes. If inappropriate evaluation strategies or assessment instruments are used, or if activities are not timed appropriately, the results can be misleading or counterproductive. As mentioned in Chapter 3, a good evaluation can be relatively simple. With careful planning, evaluation results are extremely useful for ensuring that programs and services are doing what the college intends them to do, are implemented as planned, and are having beneficial results.

Student Assessment

Assessing English language proficiency and the ability of non-English language background students to benefit from community college programs is challenging. Finding valid tests for these students requires careful consideration. Because of the limitations of standardized tests, particularly for this population, decisions should not be made on the basis of only one assessment procedure. In this section, we will:

- Discuss the limits of standardized testing for this population
- Provide information to assist community colleges with test selection
- Describe how community colleges around the country are dealing with ability-to-benefit testing for LEP students
- Provide examples of alternative assessment procedures that can be used to provide complementary data to standardized tests

Limitations of Standardized Tests

Instructors familiar with a student who speaks English as a second language often express concern that the student's score on a standardized test indicates achievement well below what the instructor has seen the student demonstrate in class. There are a number of reasons why this is the case. The following factors affect academic performance and test scores:

- Previous educational level and classroom experience
- Language dominance
- Amount and type of English language instruction
- Familiarity with test taking

A student's cultural background and degree of familiarity with American culture may also affect test scores. Even someone whose first language is English, but who was educated outside the United States, may perform poorly on standardized tests if items contain cultural bias.

An item is culturally biased if one must have knowledge of the peculiarities of a country's patriotic artifacts, food, customs, folklore, history, or geography to answer it correctly. Cultural bias is often subtle and cannot be perceived easily by members of the culture being reflected in the item, because much of culture is taken for granted as truth or reality.

An item from the California Test of Basic Skills (Form 1, #89) serves to illustrate this point. In a story given as part of the item, the French are said to dislike potatoes. The item reads, "In the story, the French regard potatoes like most Canadians regard: (a) spinach, (b) tomatoes, (c) horsemeat, (d) margarine." Only a Canadian or someone well-versed in Canadian culture would know which of these items most Canadians dislike. Figure 7.1 provides other examples of cultural bias taken from widely used standardized tests(Mohan, 1986).

Figure 7.1 Example of Culturally Biased Test Items

patriotic objects:	There are red and white stripes and white stars in our flag. Our flag contains one_____for every state. (a) stripe (b) star (SDRT Form X, Level 1, #3)
housing:	Bill ran out on his front porch to watch the firetruck. He lives in _____. (a) a big apartment (b) a city house (c) a trailer. (CTBS Form 4, Level 9 #1)
culture-bound metaphors:	What does applying soft soap mean in paragraph 6? (a) looking clean in public (b) flattering people (CTBS, Form 1 #131)

If a test's purpose is to measure student familiarity with American culture, these items would be valid, but if its purpose is to measure proficiency in English, basic academic skills, or a college student's ability to benefit from college study, then they are not.

College staff sometimes attempt to address the limitations of standardized tests by developing their own tests or by using translations of standardized achievement tests to determine students' readiness for a given level of academic study. Translations of English tests into other languages (even if they are commercially published) should be back-translated into English by a person of the same language and cultural background as the students. This will help prevent problems due to cultural bias and variations in the meanings of expressions in the same language in different countries. Similarly, an item analysis of standardized tests or instructor-developed tests should be performed by a competent bilingual individual.

Test Selection

Programs for LEP adults use a variety of instruments, depending on the purpose of the assessment. They often select measures of English language proficiency in order to document how well individuals are progressing toward increasing their English language skills, or they use standardized achievement tests to measure students' progress in relation to their English-speaking peers. A number of considerations must be weighed in selecting any standardized test:

- The purpose for which the instruments is to be used
- Whether the instrument is designed for and normed on adults
- Whether it assesses the appropriate language or skill areas
- Whether the measurement approach is appropriate to the purpose
- Whether the instrument is technically sound (valid and reliable).

In selecting a test, make certain that it:

- Is designed for adults
- Assesses appropriate language or skill areas
- Matches the curriculum
- Is technically sound

Tests for Adult Students

Tests designed for school-aged youth are rarely appropriate for adults. If a test is not designed for an adult population, it is critical to analyze item content to make certain the test is appropriate for adults. Norming information in the test booklet will provide information on the age and ethnic backgrounds of those in the norming sample.

Language or Skill Area Assessment

Areas that can be measured on English proficiency tests include listening, speaking, reading, and writing. Before selecting the test, program staff need to decide which skill areas they wish to measure. This depends on the program goals and the vocational skill areas being targeted by the program. Short-term training courses in occupations that require little reading and writing may decide to focus instruction on oral language rather than literacy. In addition, various occupations require skills other than language, such as typing speed, manual dexterity, or measurement and mathematics ability. Vocational assessment instruments are discussed later in this chapter.

Measurement Matches Curriculum

If the curriculum uses a grammar-based approach, tests measuring discrete skill areas are compatible for use as measures of student progress. A curriculum designed around a functional context approach is more compatible with an instrument that assesses the integrative use of language. A competency-based instrument is appropriately used with a competency-based curriculum. If the program has a clear sense of the skills students need to benefit from its curriculum, a combination of a standardized test and alternative assessment measures (see section on Alternative Assessment for Measuring English Proficiency and Basic Skills) should be used as a basis for making decisions about student entry and placement in the LEP program.

Validity

The test manual will contain information about the norming group used to standardize the test

and about its reliability and validity. It is important to determine that an instrument measures what it purports to measure--its content validity. In the earlier examples about cultural bias, some questions measured knowledge of American culture rather than reading comprehension or knowledge of English. A multiple-choice grammar test is not a valid measure of writing ability, and a test based on life skills competencies may not present adequate information about students' cognitive academic language proficiency. Reliability is the degree to which a student's score will remain fairly consistent over repeated testings. An instrument should have a reliability of about 90 percent and should have been normed on a population similar to that for which it will be used.

Some colleges or school districts using the same test on a large number of students develop local norms for the test. A college's own tests and measurements experts may conduct a norming study, often in consultation with the test's publishers.

The test manual also contains standardized procedures for test administration and scoring. If these are not followed exactly, the results of the assessment will be rendered invalid. This means, for example, that if a test is to be timed, allowing LEP students to take it untimed will alter the conditions of the test and mean that test results cannot be interpreted according to the test norms.

Using Test Results

Once a test has been selected, the scoring criteria for applying the test results should be determined. Some test manuals provide information that helps one interpret the results. Understanding the meaning of the form in which results are presented (percentile scores, standard scores, and normal curve equivalents) is important in interpreting the results. Sometimes the manual provides information helpful to setting cut-off scores for program entry, ability to benefit, and so on. A phone call to the test publisher can obtain further information where needed.

No single instrument can provide all the information needed to successfully place LEP students in and exit them from programs. Nor can it adequately determine their ability to benefit from college study. Researchers have shown that non-English language background students often learn basic interactive language skills in English rather quickly but require a longer period of time to develop the language skills needed for academic study in English. For this reason, LEP students at some community colleges receive bilingual support in their vocational study while they are developing their English skills to the point where they can study in English. A combination of measures is vital to provide the information needed to determine students' academic readiness or instructional needs.

Ability to Benefit

In order to qualify for federal financial aid, student applicants who do not have a GED or high school diploma must score at a certain level on a standardized test selected through a process determined at the state level. Many refugees and immigrants cannot document earlier educational attainments and thus must take a test. LEP students often fail to qualify because colleges only offer testing in English (a few with full BVT programs offer Spanish testing, but these opportunities are very limited). The purpose of the assessment is to substantiate the student's ability to benefit from college study. Since the federal legislation on which it is based is fairly recent and is still being revised, community college LEP programs around the country are only beginning to grapple with the issues relating to ability to benefit testing for this population.

Some tests are available in Spanish and have been used with varying degrees of confidence in community colleges in Texas. In other states, including Washington and Michigan, the CASAS (Comprehensive Adult Student Assessment Scales) test is being used. Other colleges are using a variety of standardized tests designed to measure adult basic skills. Finding suitable norm-referenced standardized tests for LEP students has long been a difficult issue. ESL teachers have expressed concern that tests have screened out some students that they believed had the language proficiency to study at the community college level.

Ability-to-benefit testing could become a significant barrier to financial aid for LEP students in vocational education. Community college decision makers must, therefore, become well versed in the issues surrounding the selection of appropriate assessment instruments for this population.

Colleges should also determine ability to benefit by examining previous education, assessment results, motivation, and life experiences. Colleges should take care to counsel, advise, and prescribe appropriate pre-entry coursework so LEP students are not deterred from entering college by ability-to-benefit testing.

Often, the only options for students failing to qualify are local adult basic education programs or, if available, GED, JTPA, or JOBS programs. Often the latter three programs are not targeted to the needs of LEP students, and in many communities the gap between the academic skills provided by these programs and college-level vocational training is so wide that the student is permanently blocked from entry. Some community colleges provide short-term job training and vocational ESL along with GED preparation classes so that LEP students can prepare to transfer into related certificate or degree programs while gaining entry-level job skills.

Alternative Assessments for Measuring English Proficiency and Basic Skills

Alternative assessment procedures should be used to supplement information provided by standardized English language proficiency tests. Alternative assessment measures must be developmentally appropriate and as much as possible relevant to the context in which the student will be studying. (When used for determining academic language skills, they should be standardized, and the criteria used to rate students should be determined prior to testing.) One reason for administering alternative assessments to LEP students is to determine their ability to handle typical classroom tasks in English. Alternative assessment should reflect authentic classroom or job-related tasks in English. If, for example, a language proficiency test measures literacy skills only and does so in a multiple-choice format, the following additional assessment procedures will provide needed information: oral interview or story retelling, dictation, cloze, and writing samples.

Oral Interview

An oral language sample may be obtained by asking an open-ended question that requires narrating events or by playing a tape of a story in the student's native language, asking the student to retell it in English. The student can then be rated using a scale like the one in Figure 7.2.

Figure 7.2 Example of a Five-Level Oral Rating Scale

Level 1	Speech is so halting and fragmentary as to make conversation virtually impossible.
Level 2	Usually hesitant; often forced into silence by language limitations.
Level 3	Speed and fluency are rather strongly affected by language problems.
Level 4	Speed of speech seems to be slightly affected by language problems.
Level 5	Speech is as fluent and effortless as that of a native speaker.

(Harris, 1969) Cited in Thomas, Grover, Cichon, Bird, and Harns. (1991).

Dictation

Students' understanding of spoken English and their knowledge of the mechanics of written English can be assessed through reading aloud a paragraph from a text they will be expected to use during their coursework, then dictating it to them one sentence at a time while they write it down. Criteria for rating the dictation should be established and consistently adhered to.

Writing Samples

Students' writing skills can be assessed through asking them to compose a paragraph based on a choice of writing prompts, such as

> "I want to be a nursing assistant (or whatever occupation the student is interested in) because . . ."
>
> "Leaving my home country was difficult . . ."

"When I came to the United States, I was surprised to find that . . . "

Criteria for scoring the writings samples should be agreed upon and applied uniformly.

Cloze Procedure

A cloze procedure is an easy method for estimating whether a student will be able to read the material used in class. Select a passage 150-200 words long from materials to be used. Leave the first and last sentences intact. Delete every fifth or seventh word (about 20 in all). Ask students to supply the missing words. Assuming your Cloze Test included 20 deleted words, score the passage in four categories:

1. 0-4 correct: Will need much ESL assistance; must rely on native language
2. 5-9 correct: Will need ESL assistance and reliance on native language; use of some English can be introduced early in the program.
3. 10-14 correct: Should be able to handle a lot of the reading in the program at a reasonable level if adapted
4. 15-20 correct: Should be able to handle most of program material in English

Alternative Assessments for Assessing Vocational Competence

Assessments of student progress used in workplace programs seem well-suited for community college vocational training programs. LEP vocational students can often perform tasks involving highly technical language and literacy materials when they learn them in the context of the tasks to be performed. Although students' assessed reading level may be below the level of the material, they can sometimes handle difficult vocabulary and materials effectively because of familiarity with the context, past experience with the terminology, or the repetitive nature of the reading or writing tasks associated with the job. Alternative assessments should reflect authentic classroom demands and assess language as an integrative skill.

The ability to use language in the context of the vocational training can be measured through a variety of alternatives to standardized tests, such as competency checklists, performance tests involving simulations of job tasks, and conferencing and portfolio collection

Competency Checklists

Many community colleges require competency assessments, sometimes listed on completers' certificates, to determine students' mastery of program or course requirements. Mastery may be rated on a five-point scale several times during the course or program, or competencies may be simply checked off to indicate mastery or non-mastery. Figure 7.3 illustrates a type of competency checklist that may be used in vocational ESL programs (adapted from Thomas, et al., 1991).

Figure 7.3 Competency Checklist

Student's Name: _____

	Cannot perform	Performs adequately		Performs well	
1. Describe path of raw materials from receiving to shipping	0	1	2	3	4
2. Identify company departments and functions	0	1	2	3	4
3. Identify company products	0	1	2	3	4
4. Describe job duties	0	1	2	3	4
5. Describe tools and machines used on job	0	1	2	3	4

Performance Tests

Performance tests can be used to assess students' abilities to integrate a series of competencies to perform job-related tasks. Testing a student with this method near the beginning of the term and then periodically throughout provides baseline information and a measure of student progress toward mastery. Figure 7.4 provides an example of how competencies needed by a receptionist to take telephone messages can be measured in a classroom simulation. This example is adapted from the handbook (Thomas, et al., 1991) cited earlier.

Figure 7.4 Performance Test for Telephone Role Play

Task	Record telephone messages
Performance objective	In a classroom role play, record all the information for a telephone message on a *"While You Were Out"* message pad at the level percent of full competency.
Related communicative competencies	• Understand speech over the phone. • Report/write factual information. • Ask for clarification. • Ask for additional/complete info. • Ask for/record the spelling of names. • Read, understand, and use message pad.

ITEM	CRITERIA FOR FULL CREDIT	0	1	2	NOTES
1. To	first & last names				
2. Date	month, day, & year				
3. Time	hour & minute, circle AM or PM				
4. M	complete M (Mr., Mrs., Ms.), first & last names				
5. of	name of organization				
6. Area code & exchange	area code & exchange, extension if given				
7. Call box check	check appropriate box(es)				
8. Message, content	include all information given				
9. Message, mechanics	correct spelling & grammar, clear & legible				
10. Operator	first & last names				
				TOTAL SCORE:	

SCORE

Rating:
0 = missing
1 = partial
2 = complete

Criteria for Competency:
0 = full competency
16-19 = minimal acceptable competency
below 16 = below competency

Trainee: _____ Date: _____

Attempt: _____ Trainer's Signature: _____

Conferencing and Portfolio Collection

Conferencing is often used in composition courses; it can also be effectively used with community college LEP students to discuss their progress in meeting personal or course objectives, and participating in and attending classes. It provides the instructor with an opportunity to comment on student's strengths and provide specific feedback on areas needing improvement. The instructor then documents the conference in writing to track student progress and needs. Conferences may also be used for reviewing student portfolios.

If portfolios of student work are to be used for assessment purposes, then instructors should agree on the skills and competencies to be assessed through collection of student work. They should also devise a system for summarizing the skills and competencies being documented in the portfolio and referencing the examples of student work collected to document them. All portfolio entries should be dated and cross-referenced. Figure 7.5 is an example of a form to be used in portfolio assessment. Examples of student work may be selected by the student and instructor to demonstrate quality and mastery of objectives. They may include:

- Student writing
- Performance assessment results
- Diagrams, blueprints, drawings
- Instructor observations, comments, anecdotes
- List of reading completed, tapes listened to
- Print-outs of results of computer-assisted instructional feedback

Figure 7.5 Portfolio Analysis Form

Student Name:_____ Grade:_____

Teacher:_____ Date Analyzed:_____

Educational Goal: _____

_____

Objective	Examples Illustrating Student Progress Related to Objective	Reference Item

Assessing Program Completion

Community colleges use a variety of methods to determine LEP students' readiness to participate in degree or certificate programs or to evaluate their successful completion of a program. Many require competency assessments or successful completion of capstone courses. Most track LEP student grades in ESL and technical courses. Some examine students' test scores on examinations required of fluent English-proficient college students.

Assessment information is an important part of program evaluation, but it is only one part. If there is a high attrition rate in a program, if students are frequently absent from classes, or if the program and instruction are not being implemented at an acceptable standard and according to plan, student progress and participation will be adversely affected. Thus, program implementation

and effectiveness need to be evaluated systematically as well.

Vocational Assessments

In choosing an occupational or vocational course of study, students need to know:

- Which occupations are in keeping with their interests and aptitudes
- Whether they have the requisite skills to perform the work required
- Whether they can meet the academic prerequisites, including reading level and English language proficiency level

A variety of commercially produced interest and aptitude tests are available and commonly used in community colleges to advise students. Some are available in Spanish or require low reading levels or no reading at all. A list of such instruments appears in the resource section at the end of this chapter. Before using them with LEP students, one should do an item analysis similar to that suggested for English proficiency tests to make certain that the items are not culturally biased.

The Skills Center at San Diego Community College District's City Center for Continuing Education has developed a matrix of skill requirements for its major vocational and training areas. Figure 7.6 shows a sample from this matrix for occupations requiring a variety of skill levels. Such a matrix helps students and their advisers decide when the prerequisites for a particular vocational course of study have been met.

Figure 7.6 Matrix of Skill Requirements

	Auto Upholstery	Pipe Fitting	Secretarial/Word Processing
ESL Level	Intermediate	Intermediate	Advanced
Reading Level	4th Grade Minimum	6th Grade	10th Grade TABE Level A
Math Requirements	Whole Numbers	Whole Numbers Fractions to Decimals Know Angles, 45° and 90°	Minimum Proficiency of 80% on Any Basic Math test Whole Numbers, Decimals, Percents
Use of Ruler	Ability to Use Tape Measure; Number of Feet/Yard	Measure to 1/64 Inch	Ability to Use Ruler
Color Identification	Know Names of Colors Cannot Be Color-Blind		
Manual Dexterity	Ability to Work With Hands Important	Must Pass Manual Dexterity Test	Typing Speed of 50 WPM
Mechanical Aptitute		Important	
Health	No Back Problems	Good Eyesight No Back Problems Requires Lifting and Bending	Abilty to Sit for Long Periods Good Vision
Other	Safety Test Students Can Learn This by Show and Tell 40 Years of Age Maximum Must Be Able to Work Fast	Safety Test	Excellent Language Skills Knowledge of Spelling, Punctuation Usage High Level of Concentration

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Program Evaluation

Community college efforts to support LEP student participation in vocational education range from offering different types of ESL classes, to offering specialized support services, to offering an entire program that provides a full range of services directed toward LEP vocational students. This section is particularly addressed to the latter, but the strategies included may be used to evaluate a course or a curriculum or the work of a bilingual student services counselor.

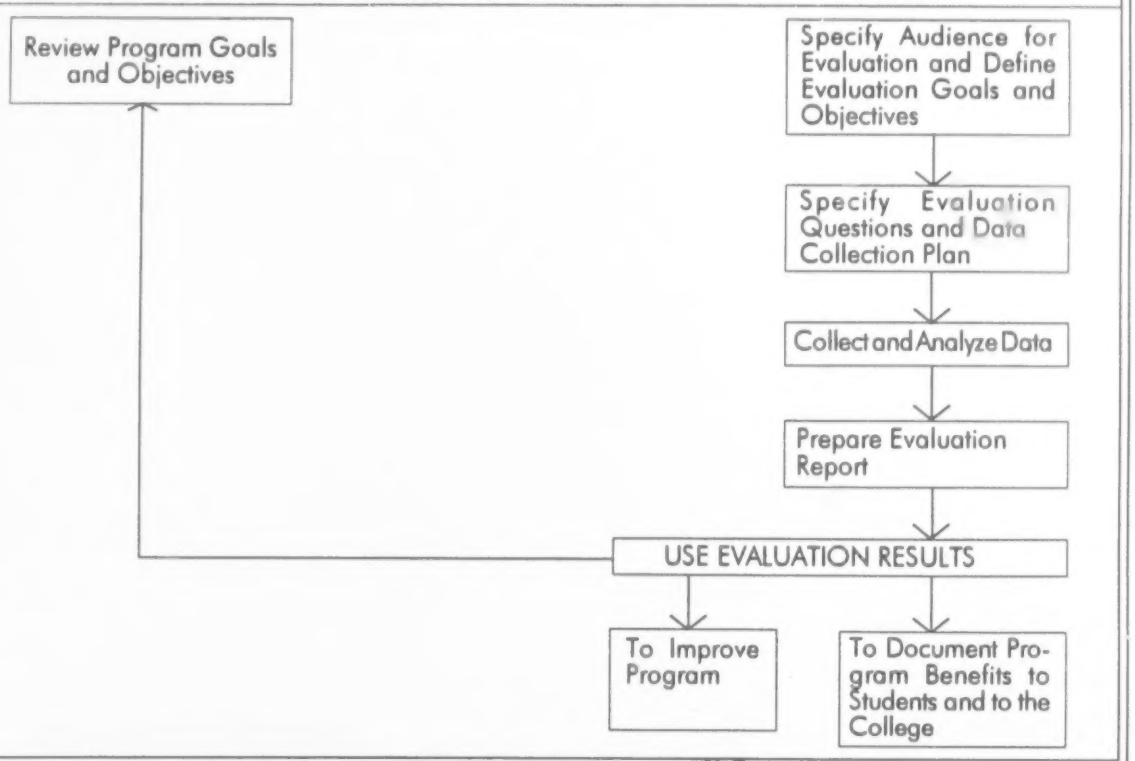
A good evaluation has the following characteristics:

- It is based on a careful plan developed by a qualified evaluator
- An advisory panel, college administration, and program faculty and staff are involved in specifying the evaluation questions and assisting in data collection
- The purpose and audience of the evaluation are clearly specified
- Data collection is done at appropriate times and in standardized ways
- Reports are written to provide practical information for program improvement and to inform college policy

Essential Steps in an Evaluation

Program evaluation requires four major steps: planning, collecting and analyzing data, reporting, and using evaluation results. Figure 7.7 shows how the evaluation process then feeds back into program planning and results in program improvement.

Figure 7.7 Essential Steps in Conducting an Evaluation


Review Program Goals and Objectives
Specify Audience for Evaluation and Define Evaluation Goals and Objectives
Specify Evaluation Questions and Data Collection Plan
Collect and Analyze Data
Prepare Evaluation Report
USE EVALUATION RESULTS
To Improve Program
To Document Program Benefits to Students and to the College

Planning the Evaluation

Using an outside evaluator to conduct an evaluation improves the reliability of the process. Program staff, assured of anonymity, can discuss issues of concern, and the results are more likely to be unbiased. The program evaluator should meet with the advisory panel and other community college stake holders to specify the audience for the evaluation. At this meeting they should also review the program goals and objectives, and specify the evaluation questions and the data to be collected in order to answer those questions. Evaluation questions will flow naturally from each of the project objectives.

Evaluation Questions

Evaluation results should provide answers to these general questions:

- Is the program fulfilling the purpose for which it was designed?
- Was the program implemented as designed or were adaptations made in the design? What were the reasons for any changes made?
- How is the program benefitting students? (the target group and other students)
- How is the program benefitting the college?
- What has contributed to program successes? Weaknesses?
- What changes should be made in the program to make it more effective?

Program stake holders will be aware of issues of concern in relation to the various program components and be able to formulate specific evaluation questions regarding those issues. For example, if a program has been developed to meet the needs of Southeast Asian students and has recently had a number of Eastern European enrollments, the evaluation would need to ask questions regarding the appropriateness of the curriculum, support services, and ESL levels for this new population. If the program has specific job placement goals and a change in the job market has occurred since the program was implemented, the evaluation should look at job placement data in the light of these changes.

Evaluation planners should:

- Specify evaluation objectives and questions
- Determine which program components fall within the scope of the evaluation
- Review the program goals and anticipated problem areas
- Identify data sources and appropriate data collection strategies
- Specify staff responsibilities and resources
- Set the evaluation schedule

Goals and Objectives

The goals and objectives for the evaluation will vary depending on where the program is in its development process. New programs will want more of a formative evaluation focus to provide information about needed changes for program improvement. In such an evaluation, program components are studied in relation to goals and objectives, discrepancies and problems are identified, and recommendations for modifications are discussed with program developers and staff. A well-established program may be ready for a summative (outcome-focused) evaluation

report on student and program outcomes and benefits to the college and community. It may wish to make policy recommendations to the college concerning future programming or issues that the college as a whole needs to address.

Collecting and Analyzing the Evaluation Data

The evaluator and the advisory group should develop a systematic plan for collecting the data. Figure 7.8 provides an example of a data collection matrix for developing an evaluation plan.

Figure 7.8 Example of Data Collection Matrix

Program Goal/ Objective	Evaluation Questions	Evaluation Strategy	Data Source

Clear, simple forms and data collection instruments should be developed either jointly or by the evaluator and then reviewed by the program staff responsible for collecting the data. Whenever possible existing forms such as attendance records, student test score reporting forms, and grade sheets should be used.

Data regarding program implementation can be collected by:

- Observing program activities
- Interviewing or surveying administrators, instructors, and participants
- Examining program records, such as student enrollment, attendance, and grades

Data needed on program outcomes will depend on program goals, but may include student grades, test scores, instructor evaluations, interviews, and job placement data.

Program outcome data should be examined only after enough time has elapsed for goals to have been met. They will vary by the type of program, for example whether the program provides short-term vocational training or whether it provides preparation for and support during vocational training in pursuit of a certificate or degree.

Figure 7.9 highlights the kinds of program outcomes that may be tracked.

Figure 7.9 Student Outcome Data

IMMEDIATE OUTCOMES

- Number of completers
- Achievement of vocational competencies
- Improved English proficiency
- Job placement data:
  - number placed in field of vocational training
  - number placed in related field
- Number entering degree or certificate program
- Student grade point averages, attendance, etc.

LATER FOLLOW-UP

- Number employed
- Salaries
- Number receiving higher wages or job promotion since initial reports
- Number still in certificate or degree programs

The Evaluation Report

Data analysis must be done according to a plan compatible with the evaluation goals and audience.

They should be analyzed to describe program:

- Environment
- Participants
- Activities and services
- Outcomes
- Plan and extent to which it was followed
- Goals and objectives met/not met

The evaluation report will describe the program accomplishments, identify the most effective elements of the program, discuss areas that were problematic and need modification, and describe the outcomes of the program's services for students and for the college. It will also document how the college and the community environment, services, and activities contributed to the accomplishment of each of the program's goals and objectives. Finally, it will provide recommendations for program improvement.

The examples in Figure 7.10 show how useful evaluations have had positive results for colleges and their LEP programs. Evaluation results keep programs on target, contribute to their development, and keep the community college decision makers apprised of their usefulness to the college mission.

Figure 7.10 Examples of Uses of Community College LEP Program Evaluation

- Although bilingual vocational training programs at Houston Community College, Texas, are no longer federally funded, staff continue to conduct full evaluations. Being able to document the effectiveness of the programs, identify program areas needing improvement, and then take corrective action has resulted in very effective programs in air conditioning and heating, electricity for building trades, and cosmetology. The evaluation reports have kept the programs' benefits to the college before the eyes of the administration. Now the community college system plans to expand its bilingual vocational programs to all eight colleges and to serve other language groups in the city.
- The Lansing Community College, Michigan, LEP Program provides technical ESL and comprehensive support services to students preparing to study in various technical areas. The program staff collect outcome data and write annual evaluation reports that document the number of LEP students served, their cumulative grade point averages, test scores, student evaluations of instructors, number and type of counseling services offered, students served in the learning labs, and samples of student essays. Because the program keeps the community college president, vice president for instruction, and deans informed about program successes, the continuation of the program seems well assured.

Resources

Code of Fair Testing Practices in Education. Washington, D.C.: Joint Committee on Testing Practices, American Psychological Association, 1988.

Condon, W. and Hamp-Lyons, L. *Portfolio Grading: Process and Product.* Upper Montclair, N.J.: Boynton/Cook Heinemann, in press.

Fleischman, H.L., Hanberry, G.C., and Rivera, C. *Evaluation Guide for Vocational Training.* Arlington, Va.: Development Associates, 1987.

Mohan, B.A. *Language and Content.* Reading, Mass.: Addison-Wesley, 1986.

Munguia, D. *Institutionalizing a Bilingual Vocational Training Program.* Unpublished manuscript, Houston, Tex.: Houston Community College System, Texas, undated.

Thomas, R. J., Grover, J., Cichon, D. J., Bird, L. A., and Harns, C. *Job-Related Language Training for Limited English Proficient Employees: A Handbook for Program Developers and a Guide for Decision Makers in Business and Industry.* Washington, D.C.: Development Assistance Corporation, 1991.

Sticht, T. G. *Testing and Assessment in Adult Basic Education and English as a Second Language Programs.* San Diego, Calif.: Applied Behavioral & Cognitive Sciences, 1990.

PUBLISHERS AND DESCRIPTIONS OF STANDARDIZED ESL TESTS

WRITTEN AND ORAL PROFICIENCY

Comprehensive English Language Test (CELT)

Delta Systems Co., Inc.
570 Rock Road Drive, Unit H
Dundee, IL 60118
(800) 323-8270

Test vocabulary, structure, and listening.

Language Assessment Battery (LAB)

NY City Board of Education
Office of Ed. Assessment
Doc. Scan Center
49 Flatbush Avenue, Room 514
Brooklyn, NY 11217
(718) 935-3964

Listening, speaking, reading, and writing; different forms for four age groups (1 hr. (10 mins.).

Test of English Proficiency Level (TEPL)

Delta Systems Co., Inc.
570 Rock Road Drive, Unit H
Dundee, IL 60118
(800) 323-8270

Oral, individual (10 mins.); written, group (60 mins.); identifies seven skill levels in areas.

ORAL PROFICIENCY ONLY

Bilingual Vocational Oral Proficiency Test (BVOPT)

Melton Peninsula, Inc.
161 Pittsburg
Dallas, TX 75207
(214) 748-0564

Individual or group; four parts; 30 mins. teacher time per student:

1. Questions and answers
2. Open-ended interview
3. Imitations
4. Imperatives (based on photos)

Comprehensive Adult Student Assessment System (CASAS) Adult Life Skills--Listening

CASAS
2725 Congress Street, #1-M

San Diego, CA 92110
(619) 298-4681

Assess English listening comprehension in common life situations; three levels; used in

ESL programs.

WRITTEN PROFICIENCY ONLY

Comprehensive Adult Student Assessment System (CASAS) Adult Life Skills--Reading

CASAS
2725 Congress Street, #1-M
San Diego, CA 92110
(619) 298-4681

Assess ability to apply basic reading skills to common life situations; several levels and pre-vocational tests available; widely used in ESL programs.

Criterion Referenced English Syntax Test (CREST)

NY City Board of Education
of Ed. Assessment
Doc. Scan Center
49 Flatbush Avenue, Room 514
Brooklyn, NY 11217
(718) 935-3964

Choose correct word(s) to complete Office sentence; three levels; individual or group (45-90 mins.).

ACHIEVEMENT AND BASIC SKILLS

Tests of Adult Basic Education--Form 5 and 6 (TABE)

Publisher's Test Service
CTBI McGraw Hill
2500 Garden Road
Montery, CA 93940
(800) 538-9547

Measures reading, writing, and mathematics achievement. Note: not normed on non-English language background adults.

Adult Basic Learning Exam (ABLE)

The Psychological Corp. Order Service Ctr.
P.O. Box 839954
San Antonio, TX 78282-3954

Measures several basic education skills of adults. Note: not normed on non- English language background adults.

Test of English as a Foreign Language (TOEFL)

Educational Testing Service
Princeton, NJ 08541

Measures oral comprehension and basic academic English skills. Is usually used for international students.

VOCATIONAL ASSESSMENT TESTING INSTRUMENTS

Career Assessment Inventory

National Computer
P.O. Box 1294
Minneapolis, MN 55440

Assesses student vocational interests.

Skills Card Sort

Career Research and Testing
1190 So., Bascom Ave., Suite 214
San Jose, CA 95128

Assesses student interests.

Wide Range Interest Opinion Test

JASTAK Associates, Inc.
1526 Gilpin Ave.
Wilmington, DE 19806
(302) 652-4990

No reading skills necessary.

Self Directed Search (SDS) Form E

The Psychological Corporation
Order Service Center
P. O. Box 839954
San Antonio, TX 78283-3954

Fourth-grade reading level.
Spanish edition also available.

Hall Adult Basic

The Psychological Corporation
Order Service Center
P. O. Box 839954
San Antonio, TX 78283-3954

Values assessment.

Values Card Sort

Career Research and Testing
2005 Hamilton Ave., Suite 250
San Jose, CA 95235
(408) 559-4945

Values assessment.

Myers-Briggs Type Indicator

Consulting Psychologist Press, Inc.
577 College Avenue
Palo Alto, CA 94306
1-800-228-0752

Temperament assessment.
Also available in Spanish.

Career Ability Placement Survey (CAPS)

Edits
P. O. Box 7234
San Diego, CA 92107

Aptitude test, also available in Spanish.

Vocational Interest Temperament Aptitude System (VITAS)

Vocational Research Institute
1528 Walnut Street, Suite 1502
Philadelphia, PA 19103

Assesses aptitude, interest, temperament.
Also includes work samples.

CASAS Interest/Aptitude Tests

CASAS
2725 Congress Street, El-M
San Diego, CA 92110
(619) 298-4681

Interest and aptitude.

Chapter 8

Collaboration Within the College and with External Agencies

Sharing resources and joining forces in ongoing collaborative efforts can be vital to providing effective, coordinated, and continuous service to limited English proficient vocational students. These collaborative efforts go beyond referrals, placement, and outside funding sources to involve different departments or agencies working together on a regular basis as an integral part of program or service implementation.

Challenges

Though most community college administrators and faculty will admit to the need for more collaboration and desire its benefits, few are working with others as much as they would like to. Effective collaboration requires ongoing commitment and effort on the part of the staff and organizations involved:

- ☐ Having time and motivation for planning, implementing, and evaluating joint activities
- ☐ Understanding the roles and perspectives of those involved and how the different positions can work together to be effective
- ☐ Agreeing on common goals for the collaboration to work toward

Meeting these challenges is the key to success. The potential for collaboration among staff exists wherever organizational or departmental missions or needs intersect, such as with ESL and vocational instructors, who are concerned about LEP students' preparation for and success in vocational programs. As an example, for an effective collaboration to occur between the ESL department and a vocational department, instructors and program coordinators need to meet to establish goals, plan activities, and meet regularly as they implement them. Working with students in the same building or area can help increase interaction. The instructors need:

- To understand each other's disciplines and instructional contexts
- To learn how they can reinforce and promote vocation-related language development in their classes
- To set an action plan for working toward common goals, such as assisting LEP students to gain relevant language, academic, and vocational skills to enter and successfully complete a vocational program and gain employment

Collaborations, however, can take many forms, ranging from informal contact between two instructors or between a counselor and a personnel officer, to ongoing formal partnerships between the college and a company or an active advisory group.

Collaboration Within the College

As community colleges grow in size along with the developing communities around them, they generally expand into different campuses and increase the number of centers and off-campus locations, or become multicollege districts. Collaboration between programs at the various facilities is often needed to provide LEP students with continuity between one stage of their

education and the next, or between one track and another (see Chapter 4). Also as divisions and departments of a college become larger and more self-contained, collaboration between them is often essential if LEP students are to have timely access to vocational programs.

Collaboration Between College Centers and Campuses

Coordination and collaboration are needed between centers and sites to ensure that students continue to have options and that their educational experience leads to gainful and fulfilling employment. If this is not planned for, colleges may find their LEP students completing an ESL program at a center and then going out the door not knowing where to go next. One way to help avoid this is through a case management approach, where students are guided through programs at various sites to meet their vocational goals and provided with support and job placement services (see Chapter 6). Whether case management is used or not, college sites and centers need to work together to ensure LEP students are not being lost between programs or locations and that clear options and stages exist, tying various sites together to facilitate students reaching their vocational goals.

Colleges need to have clear goals regarding service to LEP students. If a goal is to encourage them to further their education in other college programs, planning should include clear transitions for students and articulation of vocational curricula so students can move from short-term training to certificate programs, to associate degrees, and beyond (see Figure 8.1).

Figure 8.1 Collaboration Between College Sites

At the Alpha Center of El Paso Community College, Texas, entering LEP students usually begin with basic ESL, literacy, and ABE. Students then have the option to:

- Continue with a GED program or pass an ability-to-benefit test and then enter the credit ESL program at the main campus and later a certificate or associate degree program
- Take a job-readiness/pre-employment course along with a short-term job training program at the center
- Enter a job training program at the Advanced Technical Center on the main campus

With this third option near the end of a three- to six-month training program, staff from the downtown center go to the technical center and offer students a general and vocation-specific job-readiness course, which is developed with input from the vocational instructors and the potential employers. After completing the job training and readiness course, students are placed in appropriate jobs.

Collaboration Between College Divisions or Departments

The most obvious and essential collaboration between departments is between ESL and various vocational areas. Specific program strategies and components involving types of ESL, vocational ESL, bilingual vocational training, etc. are discussed in Chapter 4. None of these would be effective without some collaboration and coordination of efforts (see Figures 8.2 and 8.3), which often includes the involvement of support service personnel as well.

Figure 8.2 Collaborations Between College Departments

At Lansing Community College, Michigan, the ESL classes are located in the same building as the vocational training to facilitate interaction between vocational and ESL instructors. The LEP program counselor and director drop by to talk with vocational instructors about LEP student difficulties and progress, and they send periodic written reminders of available tutorial support for LEP vocational students.

Figure 8.3 Collaboration Between Departments and Campuses

At the Chinatown/North Beach Campus of San Francisco Community College, the VESL and vocational instructors of each job training program meet weekly, and they meet with the program counselor several times a semester. VESL and vocational training are integrated as much as possible, with the VESL and vocational instructors planning units together, sharing materials, and even team-teaching some classes. On a daily basis, the vocational instructors reinforce language taught in the VESL classes, and the VESL instructors teach and reinforce language used with the vocational skill training.

The program counselor is also integrated into this collaboration by providing support, advisement, and placement for students, and by working with instructors to ensure that students are attending, progressing through, and completing the program.

In addition to this collaboration of departments at one campus, some of the VESL programs, such as the VESL Office Training Program, are offered at different campuses. Staff of each program from different campuses meet at least once a semester to plan curriculum, share ideas, and develop cross-site activities.

Another example of collaboration within the college involves different campuses and a number of different departments working toward the common goal of recruitment of ESL students for (or placement into) vocational programs (see Figure 8.4).

Figure 8.4 Collaboration Involving a Number of College Departments and Sites

El Paso Community College holds an annual ESL Expo, a one-day career/vocational fair for ESL students. Staff of most vocational programs at the college set up booths and deliver multimedia presentations about their programs that are geared toward intermediate to advanced ESL students. ESL classes from all three main campuses visit the Expo, which is rotated between campuses each year. After the one-day Expo, ESL instructors do follow-up activities in class and assist students in finding out more about the vocational programs and/or how to apply to one.

Collaboration with External Agencies

Other institutions in the community have valuable experience and expertise in working with LEP populations. These include public, private, and nonprofit organizations, many of which are helping these individuals meet their goals and are redefining their own goals in response to this growing population.

Steps to Establishing a Partnership

Though collaborations with external agencies may begin informally between key contacts of each organization, they often progress, if successful in meeting common goals, to more formal arrangements or partnership agreements. For example, when establishing a partnership between the community college and a company, the college staff would:

- Assess the backgrounds, needs, and resources of the company.
- Define the issues and groups of concern to the partnership.
- Approach the key contact of the company. Stress common goals and needs. Suggest partnership activities and emphasize benefits of them to the college, company, and their students/employees.
- Commit to building a partnership. At least one key individual from each

organization must take responsibility for developing the partnership and its collaborative activities.

- Organize planning teams:
  - Key Planners--those who will be planning and implementing all programs and activities.
  - Advisory Group--those from higher levels of the organizations and from the community who offer guidance, expertise, and resources for developing the partnership. Often, the group's recommendations will be acted upon by the key planners.
- Analyze issues, set goals, find out what has been done and what existing mechanisms could be helpful.
- Identify program and activity options; establish short- and long-range plans.
- Decide on and commit to specific joint activities; establish funding sources, staff, and other resources.
- Plan, implement, and evaluate the programs and activities of the partnership.

(Adapted from Thomas et al., 1991)

Three-Way Collaboration

Collaborations and partnerships may involve more than one external organization, each with a specific role. For example, a job training collaboration between a college, community-based organization, and a company may divide functions or roles as shown in Figure 8.5.

Figure 8.5 Organizations' Roles in a Three-Way Collaboration

Community College	Community-Based Organization	Company
o Provision and training of instructors o Curriculum design and development o Language and vocational instruction o Training centers and classrooms o Arrangement of financial aid and other support o Program evaluation	o Outreach to the community o LEP student recruitment o Bilingual advising/ counseling o Cultural training for staff of the collaboration o Other support	o Development and funding of training center o Procurement of needed equipment o Assistance with program design to meet employer's needs o Internships or on-the-job training o Job placement

Collaboration with Other Educational Institutions and Community Organizations

Community colleges can help LEP students take advantage of college vocational programs by preparing them to enter these programs before they get to college. Articulation agreements between colleges and high schools can better prepare LEP high school students for college programs as well as give them a reason to complete high school. Articulation arrangements

between community colleges and four-year colleges can also give LEP students the option of continuing on in their vocational field for a bachelor's degree (see Figure 8.6).

Figure 8.6 Collaboration Between Educational Institutions

The tech-prep program at Northern New Mexico Community College is a collaboration with two local high schools concentrating on preparation for four vocational cluster areas. Instructional staff from the college train instructors and a counselor from each high school in one of several applied basic curriculum areas, primarily math and sciences. The high school teachers then implement units in their classes, and the counselors advise students at all three institutions. The computer networks at all three institutions are linked to facilitate the sharing of information. High school students who successfully complete one of the applied basic curriculum areas are enrolled in the next-level course at the college.

For the out-of-school LEP population, collaborative efforts may include providing ESL and basic skills before preparation for vocational programs. Collaboration with school districts or community-based organizations can prevent duplicated effort. These collaborations can also provide potential LEP vocational students with assessment information and make students aware of occupational options and training opportunities at the community college (see Figure 8.7).

Figure 8.7 Collaboration with Community-Based Organizations

Many community colleges collaborate with community-based organizations by providing them with materials and teachers or offering in-service training for the community-based organizations teachers. The community-based organizations provides the space and volunteer instructors or aides. For example, a small town had a Northern New Mexico Community College Center and two independent community-based organizations literacy programs. Rather than duplicate efforts, the college center and the two community-based organizations decided they would each offer different programs. One community-based organizations offered literacy, the other ESL and amnesty, and the college offered pre-GED and GED. The staff from the three centers worked together to see that students got what they wanted and needed. Many students completed GEDs at the college center, where they were told of college programs available to them at one of the main campuses.

In addition to collaborations that focus primarily on instructional goals, community colleges have forged collaborations with community-based organizations, refugee assistance centers, and other community organizations to ensure that programs and services are culturally appropriate and sensitive to the LEP students they are serving. Northern New Mexico Community College continually works with local tribal councils to develop and implement culturally appropriate off-site classes to be held on reservations and to develop programs and support services for Native Americans on the college's campuses.

Other examples of community organizations include the United Way, Community Chest, the Chamber of Commerce, Rotary and other service clubs, Catholic Refugee Services, Lutheran Refugee Services, and International Institutes.

Community colleges can also collaborate with one another to provide access to vocational education for LEP students (see Figure 8.8).

Figure 8.8 Multiple College Consortium

At El Camino College, California, a federally funded project has established a consortium with seven other area community colleges to Promote Access to Vocational Education (PAVE) for LEP students. Each college has a PAVE facilitator who, with the support of the group, has begun PAVE activities on her/his campus. Activities have included planning specific VESL or bridge courses, workshops for vocational instructors, and LEP support and tutorial centers, as well as connecting PAVE efforts to other collegewide initiatives such as a multicultural curriculum reform, LEP student orientation, and recruitment of ESL students into vocational programs. PAVE has also held conferences to disseminate strategies and demonstrate activities to other colleges with LEP students.

Collaboration with Federal, State, and Local Governments

Perhaps the most common involvement of government in community college programs is to provide funding: institutional funding based on average daily attendance (ADA) or full-time equivalent (FTE), financial aid for qualifying students (such as Pell grants), and general support and special program grants. However, government-funded programs and college programs with similar goals can effectively collaborate with one another, sharing program costs and provision of services. JTPA, JOBS, and other federally funded programs have often worked together with colleges to provide the basic skills, job training, and support services LEP students require. These federal programs are usually administered through state-level programs as in the example shown in Figure 8.9. The state and local governments may have additional programs to help address the needs of LEP populations.

Figure 8.9 Collaboration with Federal and State Programs

In the San Diego Community College District a number of short-term job training programs are implemented in collaboration with GAIN (the California JOBS programs). For example, welfare recipients in the GAIN program who are interested in working in clerical jobs are enrolled in an Office Skills Laboratory Program at the college, paid for by GAIN training funds.

The college offers a three-week program for GAIN students to provide them with basic skills, including employability skills: showing up on time or calling in if late or sick, office procedures, beginning computer skills, keyboarding, occupation-specific vocabulary, and, for those needing it, enrollment in the college's ESL program. This prepares them to "go upstairs" to enter the individual instructional program at the office skills laboratory.

In the course of its collaboration with the GAIN program, the college provides a facility and instructors for Department of Health and Human Service clients needing basic skills and job training. It also provides its staff's years of experience with adult students and other faculty expertise to encourage the GAIN program to make adjustments in its model. These will enable it to have a more lasting impact by encouraging people to attain skills necessary to move into jobs that can provide long-term self-sufficiency.

At the same time, the GAIN program is vital to students' ability to get training and stay in school. In the first place, it links welfare recipients with the college. It then provides caseworkers who assist students with day care, transportation, financial planning, and other personal matters that are often huge barriers to getting training.

A GAIN job placement counselor, working out of the college, supports student efforts to get jobs, providing them with information about and practice in the application and interview processes, information about available jobs, feedback on how they did in actual attempts to get jobs, and ongoing support during the early months of employment.

Collaboration with Companies and Professional Organizations

As part of the concept of shared goals, everyone involved must be getting something out of the collaboration. No organization is collaborating purely out of charity. Unlike the past, when collaboration with companies meant the company helped the school, today all participants must see how they will benefit from collaborative efforts before they will commit to them.

Some community colleges have technical centers geared toward short-term technical training for LEP groups sponsored by JTPA, Department of Social Services, etc. and partly funded by local industries. The local industries report labor needs to the center and together they plan and implement training programs and place graduates in jobs (see Figure 8.10).

Figure 8.10 Collaboration with Industry

At El Paso Community College, a major collaboration is occurring between the technical center and the garment industry. To meet labor demands, the center, with assistance from local companies, has implemented job training courses in pattern grading, sewing machine mechanics, advanced sewing mechanics, and front office operations. After completing specific courses, LEP students are placed in corresponding jobs at the companies.

Another type of potential collaboration is with members of professional associations in their occupational areas. Members are often interested in mentoring students in order to provide their field with professionals and para-professionals who are skilled and committed. The associations gain potential members for their organizations and can assist in meeting community needs while promoting public relations for their organizations (see Figure 8.11).

Figure 8.11 Collaboration with Professional Associations

Hostos Community College, New York, is beginning a program for bilingual paralegals. Members of the state bar association are involved on the advisory council, in program planning, in recruiting and placing students, in providing tutorials and internships, and in providing access for students to law offices and court libraries.

Unions and labor organizations can also be effective collaborators with community colleges to serve LEP students. There are increasing examples of labor unions incorporating basic skills training, including ESL, in negotiated contracts. In some industries, there are many LEP entry-level workers who know nothing about unions and what they offer. The unions may be particularly keen to assist with an educational program that will also impart information about the unions to the LEP workers. The unions also want to involve the workers themselves in planning their educational objectives and curriculum so that their training is not limited to management's goals alone. In some cases community colleges are collaborators in union programs, providing instructors and sometimes facilities for worker programs. UAW Ford, for example, collaborates with a number of community colleges. See Figure 8.12 for an example of a union collaboration.

Figure 8.12 Collaboration with Unions

The Chinatown/North Beach Center of San Francisco Community College has a collaboration with two unions in its area, the garment workers' union and the janitors' union. The unions provide the classroom space at their halls, and the college conducts job-specific VESL classes that also include information about the unions, labor laws, and workers' rights. A steward from each union helps with screening, retention, and tutoring, and the union also furnishes space for on-site child care. The college provides the instructors, materials, and child care assistant. A grant from the state of California allows for a part-time program coordinator.

As mentioned in Chapter 3, advisory panels or groups including members of involved college departments, outside organizations, and businesses, are important to assist in planning and implementing vocational programs targeting LEP students. The more they are involved in the specifics of the program and the more purposeful and carefully planned the periodic meetings are, the more effective the panel will be in strengthening the delivery of the LEP vocational program.

Benefits of Collaboration

In these times of shrinking public coffers and competing priorities, collaboration holds promise as a way to be more efficient in the use of resources and more effective in program delivery. Specific benefits of collaboration may include:

- Sharing resources and reducing up-front costs
- Attracting outside funding and publicity
- Continuity of service to LEP students
- Reinforcing vocational and language skills

- Meeting common goals more completely than if attempting them alone
- Reaching the employment goals of LEP clients more quickly
- Reducing duplication of efforts
- Involving and expanding the base of support

This more efficient use of resources and pooling of efforts will not only produce cost-effective programs, but also will generate additional expertise, resources, and motivation for further collaborations.

Resources

Thomas, R. J., Grover, J., Cichon, D., Bird, L. A., and Harnes, C. *Job-Related Language Training for Limited English Proficient Employees: A Handbook for Program Developers and a Guide for Decision Makers in Business and Industry.* Washington, D.C.: Development Assistance Corporation, 1991.

Chapter 9

Funding Policy Considerations

There can be little doubt that funding for limited English proficient student programs in public higher education institutions is both a politically sensitive and controversial issue. Programs for LEP students require special instructional and support services, which place additional demands on an already stressed system. Fortunately, community colleges have multiple options and directions for securing funding for vocational programs for LEP students. Three areas of funding are discussed in this chapter:

- Enhancing access to financial aid for LEP students
- Restructuring institution programs and budgets
- Seeking out potential external funding sources

Successful programs require strategies that combine individual student financial aid with institutional capacity to provide instruction and support services for LEP students enrolled in vocational programs.

Challenges

- ☐ Enabling LEP student access to financial aid programs and establishing the special financial aid and other support systems
- ☐ Devising inventive funding and support solutions to meet unique LEP student needs
- ☐ Leveraging specialized instruction and support services for LEP students within the general institutional budget
- ☐ Writing successful grant proposals
- ☐ Developing the capacity to extend LEP training initiatives to include contract training and workplace programs
- ☐ Establishing significant collaboration with local business, industry, labor, government agencies, and community-based organizations

Student Financial Aid Resources

Community colleges generally encourage LEP students to apply for financial aid, and for many LEP students, the standard financial aid package makes higher education possible. Unfortunately, other barriers to entry arise, such as insufficient family funds to handle emergency expenses for housing or transportation, delayed psychological trauma stemming from relocation, medical problems among uninsured students, and cultural misunderstandings. In many cases the LEP student is not aware of available financial aid and other support resources to address these needs. LEP students who fail to meet in-state residency requirements face higher tuition rates and restricted opportunities for financial aid programs. Colleges need to be aware of all of these potential barriers in order to redirect policies and procedures. Two aspects of the financial aid process require special attention: ability-to-benefit testing (also refer to Chapter 7), and helping LEP students meet the deadlines.

Without access to financial aid, most LEP students will find it impossible to enter a college-level vocational program. Their only option is local adult basic education, which takes much longer for

these students to acquire marketable job skills. In many communities the gap between local adult educational options and college-level vocational training is so wide that the student is permanently blocked from entry.

The documentation required for a financial aid application is extensive. Where bilingual support for the financial aid application process is limited, students miss deadlines or apply so late in the funding cycle that funds are often exhausted. As a result, entry to vocational programs and to the workplace is often delayed another year.

Institutional Strategies for Financial Aid

Stressing the availability of financial aid during recruitment and outreach needs to be followed by initiating the application process as soon as possible. Several simple strategies will significantly assist students over financial aid hurdles:

- Provide translations of forms and policy statements
- Use native language speakers to guide students
- Hold bilingual financial aid workshops

Special scholarships using funds from the institution or local community groups can be used to enable students to complete intensive remedial programs and thus achieve the ability-to-benefit threshold.

Educational Opportunity Centers (funded by Public Law 94-482, Title VI of the Higher Education Act) are another resource for LEP students. These regional centers focus on low-income and first-generation college-bound students and adults. They function as a clearinghouse for federal, state, and local financial aid as well as informing students on their options for program and support services. A close working relationship with the nearest center is advised wherever feasible.

Community collaborations, particularly with other educational organizations, will also prove valuable for both the student and institution. Local employers and unions sometimes sponsor individual students or entire programs for vocational and workplace-related language training. Individuals who qualify for public support can also access special training grants through Department of Health and Human Services agencies. Ethnic clubs and community-based organizations sometimes offer special scholarships. Other colleges and universities are often an excellent resource for translators and tutors who can be of assistance to the LEP population as well as serving as mentors or role models.

Institutional Budget Considerations

For the most part, the LEP student does not fit the mold of a traditional college-age student. As older adults, as immigrants, as minorities, LEP students face unique educational and support needs. When planning for LEP students, the college must consider provisions for housing, legal services, family and social services, and health-related concerns in addition to academic program considerations. These extended types of LEP student programs and services present special challenges to the institution's budget.

Program Funding

Instructional costs are generally covered through the college's standard funding formula. Typically this formula is based on a full-time equivalent (FTE) or average daily attendance (ADA). Many community colleges, particularly in major metropolitan areas, are currently operating at the maximum capacity of their FTE formula. In some cases this results in hiring freezes, restrictions on new programs, or budget-mandated program cutbacks. In those communities, where demand for LEP programs and services is the highest, many institutions admit to waiting lists and early course close-outs. If funds were available, most colleges would be able to fill additional sections, particularly of ESL/VESL courses.

National Perspectives

The community college system is experiencing a continuous pattern of growth. The total national budget for educational and general expenditures at public two-year colleges has more than doubled in the last decade. As reported by the U.S. Department of Education, these totals rose from $4.876 billion in 1976-77 to $10.253 billion in 1985-86. Yet despite this overall growth, the distribution among expenditure categories remains virtually constant.

Demographic statistics indicate substantial growth among ethnic and language minority student populations. Numerous research reports document that these new student entrants (non-native speakers, minorities, displaced homemakers, dislocated workers, and other adults) require new types of student services in addition to special instructional programs. Based on national educational expenditure allocations, however, little change has occurred to indicate a new emphasis in funding programs and services for special populations. For example, expenditures for instruction remain at 50 percent and funds available for student services are below 10 percent of total institutional budgets.

Based on national patterns of sources of revenues, community colleges rely on government funding for 74 percent of their total institutional budget. Federal programs, mainly student financial aid and other entitlement programs, constitute a little more than 20 percent. The largest contribution comes from a mix of state and local government funding that represents more than half of community college revenue sources. This allocation pattern creates a tremendous political impact on community college abilities for new programs and directions. In theory, each state (or local community college district or county) focuses funds on vocational educational programs that match local economic development needs and demographic patterns. In practice, educational--as well as political--systems are slow to change. Giving priority to LEP students in vocational education programs remains more the exception than the rule.

College funding also faces counter-cyclical trends. When jobs are scarce during economic downturns, demand for advanced training and retraining is high. At the same time, the states' economic resources are also negatively impacted, leaving little, if any, funds for increasing the capacity of its educational institutions.

Institutional Capacity Building

A variety of perspectives need to come together in order to strike a balance between the needs of the LEP students in the local community and the college's resources. Naturally the college needs to understand how to recognize the demographic characteristics of LEP students who can be successfully matched with institutional capabilities. The college also needs to identify the critical factors that can affect programs and services for a given population. Conducting a community-based needs assessment not only determines the program requirements, but also measures the level of support for new (and continuing) initiatives. Strategies include survey instruments, college alumni, community or advisory group involvement, as well as reliance on externally collected data. This process also connects the college with community resources for selected services not available on campus.

Internal Resource Allocations

The community college exists in a symbiotic relationship with the community it serves, in that the college mission and structure are directly affected by external factors inherent in the larger community. The college's response naturally needs to reflect the changes in demographics, economics, and growth areas of the surrounding community.

Locating LEP Programs and Services Within the College's Structure

Location of LEP programs and services, as well as administrative structures, varies significantly among community colleges. Multiple administrative structures within a single college are also common as required by a broad range of programs, starting with low literacy and beginning ESL

and continuing to advanced credit degree programs. Structural changes may be necessary in order to better serve LEP students.

Restructuring mandated by unrelated situations often provides the window of opportunity to reconfigure and rethink institutional priorities and responses to LEP students. These requirements might include managing institutional growth, reacting to state funding cutbacks, using grant funds for a new approach, or making post-grant funding transitions. In Figures 9.1 through 9.4, colleges attempt to strategically manage changing situations. The illustrations outline the previous situation (FROM . . .) and the new situation (TO . . .) of the aspects of the college's programs that impact LEP students. These outcomes are not always ideal; rather they are realistic attempts at balancing institutional mission and resources.

In Figure 9.1, the college restructuring plan is mandated by its overall growth coupled with the desire to become more responsive to changing demographics and local employment opportunities for its students.

Figure 9.1 Managing Growth

FROM . . .	TO . . .
Centralized, president-led institution	Multicollege system with a central, chancellor-led administration
Stand-alone BVT (Spanish only) programs in five selected vocational areas	BVT program expands to include new language groups and extends program offerings to multiple campuses. All BVT programs managed by a central director within the Division of Technical Education
BVT faculty part of vocational program	BVT faculty become members of systemwide departments
Bilingual support services staff are located next to classroom or lab setting and work exclusively with that vocational area	Bilingual support services staff move to the central office of each campus and serve multiple vocational groups

As a result of these changes initiated to manage growth, LEP programs will now receive executive-level direction across campuses and departments. Both the number of locations and available languages for BVT programs will be expanded. The support services network has been adapted to serve multiple vocational areas at each campus.

The second example, Figure 9.2, illustrates a large, spread-out community college district responding to state funding cutbacks. These changes are designed to streamline administration for a large number of continuing education centers. Part of this process will be to standardize the certificate programs, which will enable LEP students to transfer between program locations as well as benefit from articulation with credit college programs. This change will also enhance staff development activities and the synergy of an institutionwide network. A major benefit will be in making curriculum and materials development efforts more cost-effective.

Figure 9.2 Funding Cutbacks Promote Program Standardizations

FROM . . .	TO . . .
Clusters of autonomous LEP programs and certificates	Standardized format for LEP programs at all centers
Multiple curricula, locally designed short- to medium-term LEP programs at multiple centers throughout the district	Standardized curriculum and requirements for certificate programs among center locations for LEP programs
ESL, VESL, and vocational faculty working as teams with multiple responsibilities within each center	Faculty will form multicampus departments for each discipline

In the next example, the community college significantly expands student services with a major three-year grant. The post-grant budget planned prior to the grant application makes this expansion permanent. This effort is also tied into community economic development efforts and a regional tech-prep initiative. Figure 9.3 highlights major institutional changes.

Figure 9.3 New Grant-Funded Initiative

FROM . . .	TO . . .
Several bilingual programs in selected vocational areas; scattered support services	Grant funds establish an extensive developmental umbrella for LEP and other new students entering the credit or certificate programs
Course-specific VESL for several vocational areas	VESL replaced by a generalized developmental language curricular approach
VESL/ESL faculty associated with the individual LEP programs	ESL faculty now part of English department
BVT certificate (noncredit) only	Certificate and credit (associate-level) programs

In the final example, postfunding outcomes of the federally funded BVT programs have resulted in program integration as well as the adoption of BVT as an institutionalized program. The program profiled in Figure 9.4 summarizes how the college adapted the BVT model into two different institutional programs.

Figure 9.4 Post-Grant Funding Transitions

FROM . . .	TO . . .
U.S. Education Department/Office of Vocational and Adult Education funded two BVT programs	Institutionalized LEP programs using some Perkins funds for bilingual support and case managers to coordinate college resources and extensive community referrals
Early childhood education standard BVT model with bilingual faculty and support staff (Spanish only)	Early childhood education program is now combined within the regular academic department with special bilingual (Spanish only) tutoring and a separate VESL class for LEP students
Accounting program standard BVT model with bilingual faculty and support staff (Spanish only)	Accounting program moved to the Technical Education Center with ESL/VESL tutorials for several business-related programs and serving several minority language groups

External Resources for Funding

On a national basis, economic conditions have led to reductions and cutbacks at all levels of community college funding. This situation contributes to larger classes, fewer sections, reduced service hours, and larger caseloads. Colleges are acutely aware that new sources of funding are needed. The colleges' ability to raise tuition is often prohibited by legislation or seen as politically impossible.

Locating and Obtaining External Funding

The successful strategies that community colleges employ in order to attract external funding for their LEP student programs include:

- Stating a strong case for creating (or continuing) the program
- Identifying and selecting funding sources
- Gathering institutional and community support
- Establishing realistic goals and measurable objectives

Understanding the internal politics of funding special college programs often requires that the LEP program administrator become the ombudsman or public spokesperson for the program and the college. Even the community colleges with institutional development departments rely on faculty and staff to make initiatives for new grants, contracts, and collaborations. Establishing a track record of success with a pilot program often leads to future program opportunities. Case examples of successful program proposals are illustrated throughout this handbook.

Foundation Resources

Literally thousands of foundations fund educational programs. The key to researching likely prospects is finding a match between the foundation's goals and the program you are seeking to fund. The Directory of Foundations is published annually and lists a detailed abstract of foundations and the types of programs they are interested in supporting.

Corporate Resources

The most likely corporate resources are your local employers who already employ college alumni. Another likely resource can be found through company representatives participating on your vocational advisory committees. Smaller companies can be reached through the chamber of commerce or through economic and business development agencies.

Government Resources

The following publications will help you find the major government programs that may support LEP student programs.

- *Funding to Two-Year Colleges* is an annual report of federal programs that currently provide program funding to community colleges. It is complied by the National Council for Resource Development (NCRD), an affiliate of the American Association of Community Colleges (AACC).
- *Guide to U.S. Department of Education Programs* is revised and published annually and is available from the U.S. Government Printing Office. This document summarizes the federal education programs and provides a brief description, application requirements, and points of contact.
- *Federal Register* is issued every weekday by the National Archives and Records Administration. This publication lists all federal agency regulations and legal notices, including the details for all federal grants competitions.
- *Commerce Business Daily* is available in daily or weekly formats. This document lists requests for proposals (RFPs) for all contracts, some of which will pertain to community colleges.

Overview of Major Federal Programs

A number of federal government programs and agencies are potential funding resources for community colleges. This list includes the departments of Education, Health and Human Services, and Labor; National Science Foundation; and Small Business Administration. Some divisions offer direct grant opportunities. Others offer resource and subcontract opportunities that could

be made available to community colleges. Some government program funding goes directly to the state or local community. In these cases, the community college needs to form appropriate collaborative partnerships or contractual relationships. For information on current legislation and levels of funding, contact the division or program office directly.

Department of Education

The following offices within the Department of Education have programs that relate to college-level programs or student support resources that could potentially impact LEP students.

- Office of Bilingual Education and Minority Language Affairs
- Division of Student Services
- Higher Education Incentive Programs
- Migrant Education Programs
- Office of Vocational and Adult Education

Most of these programs are not limited exclusively for LEP students, but target educationally and economically disadvantaged students and their families. In many cases the community college will need to form a collaborative agreement with a state or local educational agency recipient of the funding in order to benefit from this resource. Regional centers offer information and some training and technical assistance.

Office of Bilingual Education and Minority Language Affairs

The Office of Bilingual Education and Minority Language Affairs (OBEMLA) is authorized under the Bilingual Education Act, Title VII of the Elementary and Secondary Education Act as amended by P.L. 100-297. Areas where resources are available to community colleges include:

Division of National Programs for:

- *Educational Personnel Training* (direct awards)
- *Short-term Training* (direct awards)
- *Training Development and Improvement Program* (regional centers)

Division of State and Local Programs for:

- *Family English Literacy* (direct awards)
- *Special Populations* (dissemination)
- *Academic Excellence* (dissemination)
- *Transitional Bilingual Education* (training subcontract from local educational agency)
- *Developmental Bilingual Education* (training subcontract from local educational agency)
- *Special Alternative Instructional Program* (subcontract from local educational agency)

Division of Student Services

The Division of Student Services' programs target low-income, "first generation in college students" through Special Programs for Disadvantaged Students (TRIO). TRIO programs include:

- *Student Support Services* (direct awards for academic support services and counseling for students enrolled in postsecondary education)
- *Talent Search* (direct awards for programs targeting 12- to 27-year-olds for high school completion and postsecondary enrollment)
- *Upward Bound* (direct awards for programs of support services for 13- to 19-year-olds for success in college)
- *Upward Bound Math and Science Regional Centers* (direct awards for intensive summer programs)
- *Educational Opportunities Centers* (direct awards for centers of support services for adults to enroll in postsecondary education or awards for collaboration with existing regional centers)
- *Training for Special Program Staff and Leadership Personnel* (direct awards for staff development of TRIO program recipients only)
- *School, College, and University Partnerships* (direct awards for partnerships)

Higher Education Incentive Programs

The following Higher Education Incentive Programs could benefit eligible community colleges with LEP students who are also veterans or minorities.

- *Veterans Education Outreach Program* (entitlement matching funds for support services, assessment, and counseling)
- *Minority Science Improvement* (direct awards for projects that encourage minority students in science careers)

Migrant Education Programs

The Migrant Education Programs target migrant workers and children of migrant seasonal farm workers. The following programs hold potential for LEP students:

- *The High School Equivalency Program* (direct awards for centers offering short-term training for GED and job training)
- *College Assistance Migrant Program* (direct awards for academic and counseling assistance for college freshmenn)

Office of Vocational and Adult Education

The Office of Vocational and Adult Education (OVAE) encompasses three divisions. The majority of OVAE funding, including the 1990 Perkins Reauthorization funds, goes directly to the states. Individual states determine targets for postsecondary education areas and set asides for LEP students. Community colleges will need to contact state authorities for available funds from OVAE's Division of Adult Education and Division of Vocational-Technical Education.

Competitive grants and contracts administered by the Division of National Programs include funds authorized through the following legislation:

- Title IV of the Carl D. Perkins Vocational and Applied Technology Education

Act as amended in 1990

- Adult Education Act
- Small Business Innovation Development Act
- Omnibus Trade and Competitiveness Act
- Division of Adult Education and Literacy

Direct awards for competitive grants are available from OVAE for the following:

- *National Workplace Literacy Program* (for job-related literacy and basic skills partnerships)
- *Adult Education for the Homeless Program* (to develop education programs)
- *Cooperative Demonstration Programs for School-to-Work* (for private/public partnerships assisting vocational students in transition) and Correctional Education (educational partnerships)
- *Demonstration Projects for the Integration of Vocational and Academic Learning Program* (for establishing tech-prep projects)
- *Indian Vocational Education Program* (for tribes and tribal organizations)

The following OVAE programs are dedicated exclusively to LEP students and programs:

- *Bilingual Vocational Training Program* (BVT) (for occupational skills and job-related ESL programs)
- *Bilingual Vocational Instructor Training Program* (BVIT) (for preservice and inservice training for vocational education personnel)

Department of Health and Human Services

The following divisions within the Department of Health and Human Services target economically disadvantaged populations. The programs mentioned here focus only on training and education program opportunities. They represent potential benefits for LEP students who qualify under economic guidelines. Although some programs make direct awards, most of these programs require that the community college work collaboratively with its respective state agency.

Health Resources and Services Administration

The following Health Resources and Services Administration divisions sponsor health career programs that combine student financial aid and technical assistance to the recipient institution.

- *Nursing Education Opportunities for Individuals from Disadvantaged Backgrounds* (nursing stipends and technical assistance to applicant)
- *The Health Careers Opportunity Program* (support and counseling to enroll in health and allied health educational programs, including technical assistance)

Administration for Children and Families

The Administration for Children and Families coordinates the Job Opportunities and Basic Skills Training Program (JOBS). Each state is required by P.L. 100-485 to have a plan that focuses

the efforts of state IV-A agencies (human services, human resources, and welfare) on promoting training for employment. [Note: in California this is the GAIN program.]

Community colleges need to contact their state authorities in order to collaborate and/or contract programs. Depending on the state plan, funds could be available for tuition, books, and fees for individual students, support services and counseling, tutoring, and job placement.

Department of Labor

The Department of Labor, through the Employment and Training Administration (ETA), administers the Job Training Partnership Act (JTPA). States receive JTPA funds and in turn create service delivery areas (SDA), which are governed by a private industry council (PIC).

Community colleges need to form contractual vendor relationships with their local SDAs and PICs for specific training programs. JTPA encompasses a variety of program initiatives including:

- *Title II A Adult and Summer Youth Programs*
- *Title II B Summer Youth Employment and Training Programs*
- *Title III Economic Dislocation and Worker Adjustment Assistance (EDWAA)*

National Science Foundation

The National Science Foundation supports programs at community colleges through several of its divisions. The most likely to impact LEP students include:

- *Division of Human Resources* (for research-oriented programs to enhance minority participation in math, science, and engineering)
- *Division of Teacher Education* (for teacher preparation partnerships and statewide initiatives)
- *Division of Undergraduate Science, Engineering, and Mathematics Education* (for laboratory improvements and curriculum development)

Small Business Administration

The Small Business Administration sponsors Small Business Development Centers (SBDC). Direct awards are available to community colleges to house a SBDC. The most likely benefit to LEP students at community colleges will be employment opportunities with emerging small businesses or help forming their own small business, especially in the skilled trades arena.

Resources

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